THE IMPLEMENTATION OF AN URBAN MASTERPLAN

Case of Maiduguri

M.SC (U.R.P.) Thesis

by

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D E D I C A T I O N

This thesis is dedicated to God Almighty, who only by his grace saw me through during the period of my study.

And to my parents who laboured at the early stage of my education.

And also to my little ones and wife who missed my presence and love during the period of study.

D E C L A R A T I O N

I hereby declare that this thesis has been composed by myself and that it is a record of my own research work. It has not been accepted in any previous application for a higher degree. All quotations are distinguished by quotation marks and the sources of information are specifically acknowledged by means of references.

.....
James Baramda Mshelia

Date: .....

C E R T I F I C A T I O N

This thesis entiled "THE IMPLEMENTATION OF AN URBAN MASTER PLAN: CASE OF MAIDUGURI, by James Baramda Mshelia" meets the regulations governing the award of the degree of Masters of Science Urban and Regional Planning of Ahmadu Bello University, and is approved for its contribution to knowledge and literary presentation.

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A B S T R A C T

Master plans the world over have been employed among other physical development plans by planners to achieve planned urban environment. Master plans provide functional, efficient and aesthetically beautiful physical environment when effectively implemented.

In Nigeria, tremendous efforts have been employed in Master plan preparation; where about 300 of such exists; with little or no achievement of the desired goals have continued to experience sporadic growth, physical degeneration of the environment with consequent unhealthy Slum conditions.

Maiduguri, the largest town and a State Capital only had a Master plan prepared for it in 1976 to guide its growth and development for a ten-year plan period (1977 to 1987). However, at the end of the plan period, the Maiduguri Master Plan has not recorded any remarkable success in terms of its implementation. This has resulted to continued uncontrolled and chaotic growths, poor environmental condition and weak economic base contrary to intended goals and objectives of the Master Plan.

The study therefore, attempts to examine the major problems of implementing the Master Plan aimed at making adequate proposals to tackle the problems identified.

Evaluation techniques of goal achievement Matrix (G.A.M.) and Weighted Average Score Technique (W.A.S.T.) as well as cost analysis were used to evaluate the plan in relation to its adequacy for implementation or otherwise. Essential elements, variables and sequence of actions in plan implementation process also served as criteria for the appraisal.

At the end the findings,of the study revealed the following: that although the preparation of the Master Plan was undertaken by foreign consultants, the evaluation showed that the proposal of the plan was adequate enough for implementation,given efficient planning and effective implementation strategies.

It also revealed that while plan formulation is the sole responsibility of a single agency, (Ministry of Lands and Surveys), Implementation involves a multiple of agencies, departments,corporations, Boards as well as private firms and individuals.

An appraisal of some major proposals of the Master Plan revealed varied actions and out-comes of their implementation. It was observed, the implementation of the city centre district plan especially the redevelopment of the Monday Market was relatively successful. This however has not been attributed to concious interventions of planning actions. Site and service scheme developments were partially implemented.

It was strongly established that the absence of an effective and efficient planning framework or administrative machinery independent of the bureaucratic system has not guaranteed effective planning and implementation of the Master Plan and the desired Urban development of the state at large.

The ineffective implementation has been further aggravated by the existence of numerous implementing agencies with conflicting roles and responsibilities, undefined powers and functions, relative to implementation.' A very weak economic base of the State and the poor revenue generation of the planning agency over years has further compounded the problem of implementation of plans effectively. Other problems identified include bureacratic time delays and lack of professional man-power.

Also identified as a problem that has affected effective implementation is the wrong approach to planning and plan implementation process. Disjointed and or incremental approach to plan implementation has been characteristic of the actions of the planning agency instead of conceiving plan implementation as a continuous process with no 'terminal'. It revealed that the process of implementation even if properly comprehended has not been conciously employed in the implementation of the Maiduguri Master Plan.

To adequately address the central problem of imple-mentation identified above, a proposal for the setting up of a State-Wide Institutionalized body, Borno State Urban

Planning and Development Authority (BOSUPDA) has been made. To achieve maximum efficiency, organizational principle of delegation of powers and functions, a 3-Tier level of Authorities: the highest being a State Planning and Technical Committee (S.P.T.C.) or the Executive level Authority, the second a Zonal Area Development Offices (Z.A.D.O.), and the lowest level, with Local Planning Authorities (L.P.A.'s). The proposal takes into consideration the diverse nature of planning and development itself being encompassing and comprehensive.

A review of the out-lived but still used Master Plan of Maiduguri with a preparation of a comprehensive one be undertaken if co-ordinated development in Maiduguri is to be realized. The strategy to be adopted in the preparation of the proposed plan is the inter-corporate agency strategy, where all implementing agencies are properly involved in the plan formulation. Once this is done, the plan unlike before should be binding on all agencies for their roles and responsibilities in its effective implementation.

Furthermore, recommendations have also been made to the problems identified in the effective implementation of 'site and service in view 6f the faij.ut.es recorded in its implementation.

Finally, a comprehensive National Urban Policy within a National Frame-work is to be formulated by the Federal Government, if planning at the State levels, including, Borno are to be realistic, since State level planning is directly affected by the planning frame-work and policies at the National level

• James Baramda Mshelia

(1990)

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CHAPTER - ONE

1.0 INTRODUCTION

The role cities play in the National Development of any country cannot be over-emphasized. They have been noted to be centres of economic growth and social change. They have existed as focii where commercial activities occured; science and technology developed and where new thoughts were exchanged and men interacted. For the past few decades though, cities have indeed been growing rapidly in both population and areas. Unfortunately, these cities have been observed to be unplanned, characterized by poor environment and weak economic base especially with the larger ones. The demand on social services such as electricity, water supply, roads, telephones, health and educational facilities among others have continued to be enormous without commensurate ability to pay for them by the urban poor.[1]

These deplorable conditions of the cities are common to almost all developing countries including Nigeria, especially in cities like Lagos, Kano, Kaduna, Ibadan, Maiduguri, etc.

During the last two decades, there has been rapid urbanisation resulting from the large scale

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1. Vagale, L. R. (1978): "Implementation of Master Plans and Urban Development Schemes: Problems of Financing and social equity" Paper presented at 9th N.I.T.P. Conference, Kaduna, Nigeria.

and unplanned growth of cities in Nigeria, such that it has attracted the attention of planners to improving such urban conditions which did not augur well for any meaningful development.

The use of master-plans have been employed by planners to guide and channel these unplanned growths to achieve planned present and future growth. "Master-plans generally provide broad policy frame-works aimed at creating a total environment which is functional, efficient, healthful and aesthetically satisfying, as a setting for human activities. They serve the needs and aspirations of the community"[2]. The characteristic features of the masterplan essentially deals with landuse, circulation, housing, utilities, services, facilities open spaces and urban design. It also strengthens and diversifies the economic base and ensures social equity and cultural fulfilment.

In realizing the adequacy of the use of master-plans in effectively tackling the problems of unplanned urban growths in Nigeria, master-plans have been prepared to guide their growths and development, with the preparation of those of Kano (1963) and Kaduna (1967) before 1970. However, ten years later, the preparation and use of master-plans became fashionable mainly as a result of the need to rehabilitate, reconstruct and

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2. Ibid, P. 2.

redevelop the war damaged towns of the country as well as due to the oil boom period. It was further observed that "... by the end of 1970, almost all towns with population of over 75,000 had master-plans. For instance in 1973, the Kwara State Government alone commissioned the preparation of master-plans for thirty seven towns in the State. That decade of master-plan preparation ended up with the preparation of the new Federal Capital Abuja".[3] It is thereofre, estimated that all the 301 local governments in the country have master-plans prepared for them.

It has however, been observed that inspite of the potentials and tremendous use of the master-plan about two decades ago, many Nigerians, including the planners tend to disagree that the intended goals have been achieved remarkably. Urban centres have continued to grow indiscriminately, degenerate physically, expensive and unsafe to live in. This seemingly lack of achievement of master-plans in Nigeria, is due to a number of problems, one of which is lack of effective implementation of the master-plans. To many planners therefore, one of the central problems of physical planning in Nigeria is the ability to translate planning ideas drawn on paper into concrete physical

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3. Suleiman, I. D. (1987): "The Future of Master-plan Implementation in Nigeria", Paper presented at 9th N.I.T.P. Conference, Kaduna, Nigeria.

realities. Some researchers into the problem of plan implementation have even asserted that "... even as plan formulation methodology advanced, implementation remained inadequate, and even worsened."[4]

Several studies on problems of Urban master-plan implementation showed that the major problems are numerous and varied but can be classified broadly into four: Administrative, political, financial and Technical. The Implementation of such urban masterplans starts with the actual carrying out of the programmes, projects and policies by the planning agencies on day by day basis through the development and operational processes.

The development of Maiduguri urban Area, a state capital for over two decades, has in no doubt been an enormous task which require comprehensive physical development planning. This is essential for the harnessing of the vast natural and human resources in an orderly manner. The realization for the need for an Urban masterplan to guide the growth and development of Maiduguri came with the preparation of one in 1976. This was designed to guide its urban development and future growths from 1977 to 1987. The Implementation of the Masterplan has however, not been very effective.

4. Suleiman, A. (1981) Katisina Master Plan. A Programme for Implementation of the Second Phase of the Plan (1980-1988): MSc. (UPP) Thesis P.1.

Slum environment, sporadic, uncontrolled and chaotic growths still exists in Maiduguri urban Area. There has therefore not been recorded in absolute terms, the goals and objectives of the masterplan at the end of its plan period (1977 - 1987).

In the physical development of Maiduguri Urban Area, the two basic processes of plan formulation and Implementation over the plan period, would involve the participation of a great number of governmental and private organisations. Such organisations would include government agencies, ministries, corporations, Departments, Boards as well as private firms and individuals. Co-ordination of the activities of the different Agencies for effective Implementation of the Masterplan therefore becomes inevitable. This is to allow for effective integration of the activities towards the realization of their goals and objectives of the Maiduguri Urban Masterplan. This is however an enormous task where its realization would be difficult without an adequate and effective planning Framework or administrative machinery. This is because co-ordination demands a measure of authority over the activities of the Agencies involved and such an authority can only be effective with a suitable organisational Framework.

A detailed study on the problems of Implementing the Maiduguri Masterplan showed that physical development

planning and the implementation of the masterplan addressed at governmental level and the planning framework known as "Ministry of Land and Survey" with no Planning Authority. "The Implementation of the Masterplan has therefore been attached to the governmental bureaucracy characterized by problems peculiar to bureaucratic organisations. The structure of the planning agency does not reflect all the requirements for efficient Implementation of the Masterplan.

The existing administrative set-up for planning and implementation in Maiduguri Urban Area and Borno State at large has these basic features and accordingly problems and constraints exists which has limited the effective implementation of the Maiduguri Urban Masterplan.

1.1 STATEMENT OF PROBLEMS & JUSTIFICATION OF RESEARCH

The main problem of this thesis arises from the concept that the Planning process is not complete without the desired results through effective implementation of the plan.

Maiduguri for over 70 years have over-grown without any masterplan to guide its growth and development until 1976 when one was prepared for it by Foreign Consultants, MaxLock group Nigeria Ltd.

It was to guide its growth over a ten-year period (1977 - 1987). However, at the end of the plan period, not much of the desired results of the Masterplan has been remarkably recorded. The goals and objectives of the masterplan has not been achieved in absolute terms.

The main justification of the study has therefore been to study and identify the major problems of implementing the Maiduguri Urban Masterplan which will subsequently enhance the formulation and making of general and specific recommendation s for the effective planning and plan implementation in Urban Areas of Borno State with emphasis to the overall development of Maiduguri.

1.2 AIM AND OBJECTIVES OF STUDY

1.2.1 AIM

The aim of the thesis is to study and identify the major problems of implementing the Maiduguri Masterplan proposals and make recommendations for effective planning and plan implementation in Borno State.

1.2.2 OBJECTIVES OF STUDY

In pursuance of this aim, the following objectives have been drawn:

(a) To highlight the role of implementation in the planning process.

(b) To study the physical and socio-economic characteristics of Maiduguri

(c) To review and assess some of the major proposals of the Maiduguri Master-plan.

(d) To identify and assess the adequacy of existing legal and administrative frame-work for planning and plan Implementation in Borno State.

(e) To appraise the process and identify the major problems of implementing the Master-plan.

(f) To make recommendations, propose strategies and guidelines for the effective implementation of Master-plans in the State.

1.3. SCOPE AND LIMITATIONS

The study examines and evaluates the planning machinery for physical development planning, with particular reference to the two basic processes of plan formulation and implementation. tied down to the implementation of the Maiduguri Masterplan for the physical development of its Urban Area. However, due to time, financial and Man-power constraints only some of the major issues geared towards achieving the main goals and objectives of the masterplan have been examined.

1.4 METHODOLOGY

The study is designed to obtain descriptive information about factors that influence the process of planning and plan implementation. It is also exploratory as it also seeks to search for the potentials for effective planning and plan implementation in Borno State.

In order to identify both factors which might have influenced the process of implementing the Maiduguri Master-plan, data was collected from the following sources:

1.4.1 PRIMARY SOURCE

Field surveys involving informal interviews with various planning and development agencies were conducted. They include the Ministry of Land and Survey, Works and Housing, Water Board, National Electricity Power Authority (NEPA) NITEL, NIPOST, Sanitation Board and Ministry for Economic Planning.

Case studies were also undertaken in some specific areas of the town like the city centre district, plan areas and selected layoutsites appraised with respect to their implementation.

1.4.2 SECONDARY DATA

Published and unpublished literature on the subject matter as well as official documents obtained from various agencies including the Maiduguri Master-plan, Workshop papers, books and conference proceedings.

1.5 DATA ANALYSIS

The method used in analysing the data collected have principally been the goal achievement technique, the weighted average score technique and cost-analysis.

The analysed data have been synthesized and presented inform of write ups, charts, tables and designs; which have subsequently been channelled into concrete recommendations of strategies and policy guidelines for the effective implementation of Master-plans in Urban areas of Borno State and Maiduguri in particular.

1.6 THESIS STRUCTURE

The thesis is broadly divided into four parts as illustrated in the diagram (figure (1.1) below:

(a) Part I: General intorduction and literature review.

(b) Part - II: Assessment of resources for plan implementation and the evaluation of Maiduguri Master-plan.

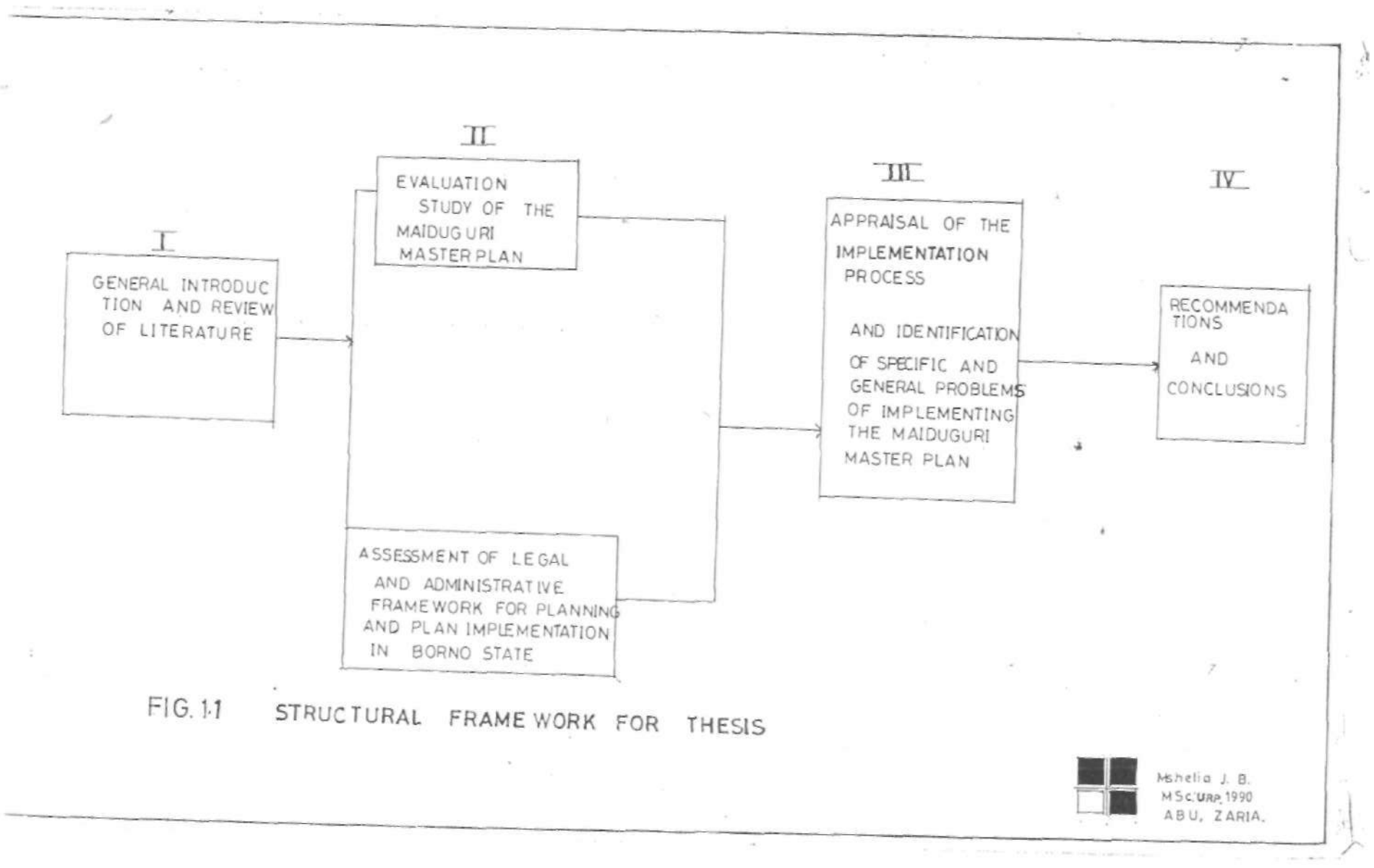


FIG. 1.1 STRUCTURAL FRAMEWORK FOR THESIS

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(c) Part - III: Appraisal of the implementation process and identification of problems of implementation.

(d) Part - IV: Recommendations and conclusion.

1.7 ORGANIZATION OF THESIS INTO CHAPTERS

The thesis is organized into seven chapters:

Chapter One: General Introduction: Introduction, Statement of problem, & Justification of Research aim and objectives, scope and limitation, methodology, data analysis, thesis structure and arrangement of chapters.

Chapter Two: Literature Review
The role of implementation in the planning process.

Chapter Three: Evaluation study of the Maiduguri Master plan.
- Physiographic and socio-economic. characteristics of Maiduguri.
- Evaluation of the Master Plan.

Chapter Four: Assessment of planning machinery in Borno State.
- Legal and administrative frame-work for planning and plan implementation in Borno State.

Chapter Five: Critical Appraisal of the process of implementing proposals of the Master-plan.

Implementation process of key proposals.

- City centre district plan and development of new areas.
- Urban renewal proposals
- Development of new areas, and

Chapter Six: Summary of findings and proposals

- Summary of Findings
- Proposals.

Chapter Seven: Conclusion

- Basic solutions and strategies for effective plan implementation in Borno State.
- Conclusion.

CHAPTER TWO

2.0 THEORETICAL BACKGROUND AND LITERATURE REVIEW

The chapter attempts to highlight the role of implementation in the planning process. Plan formulation and plan implementation are two distinct processes operating within the planning process and an understanding of their attributes (elements and variables) as well as their operations is vital to the success of studying the implementation process of an urban physical development plan.

2.1 THE PLANNING PROCESS

The concept of planning has been viewed by various scholars and authors as a continuous process aimed at achieving a desired goal through series of actions or activities. It has been defined as "... a process of human thought and action based upon that thought."[5] It has also been referred to as "... a process for determining appropriate future actions through a sequence of choice."[6]

Both definitions suggests that there are two basic elements involved in planning - Thought and Action, which when viewed together is said to form a

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5 Chadwick, G.(1972): A System View of Planning, Towards A theory of Urban and Regional Planning Process.

6 Faludi, F. (1978): A Reader in Planning Theory Pergamon Press, New York.

Federal Government, State Governments, Local Authorities, Private Investors to the people of the community."[9]

The cyclic process of planning is illustrated in figure 2.1. There are various stages given in various literature in the planning process, but the basic ones are:

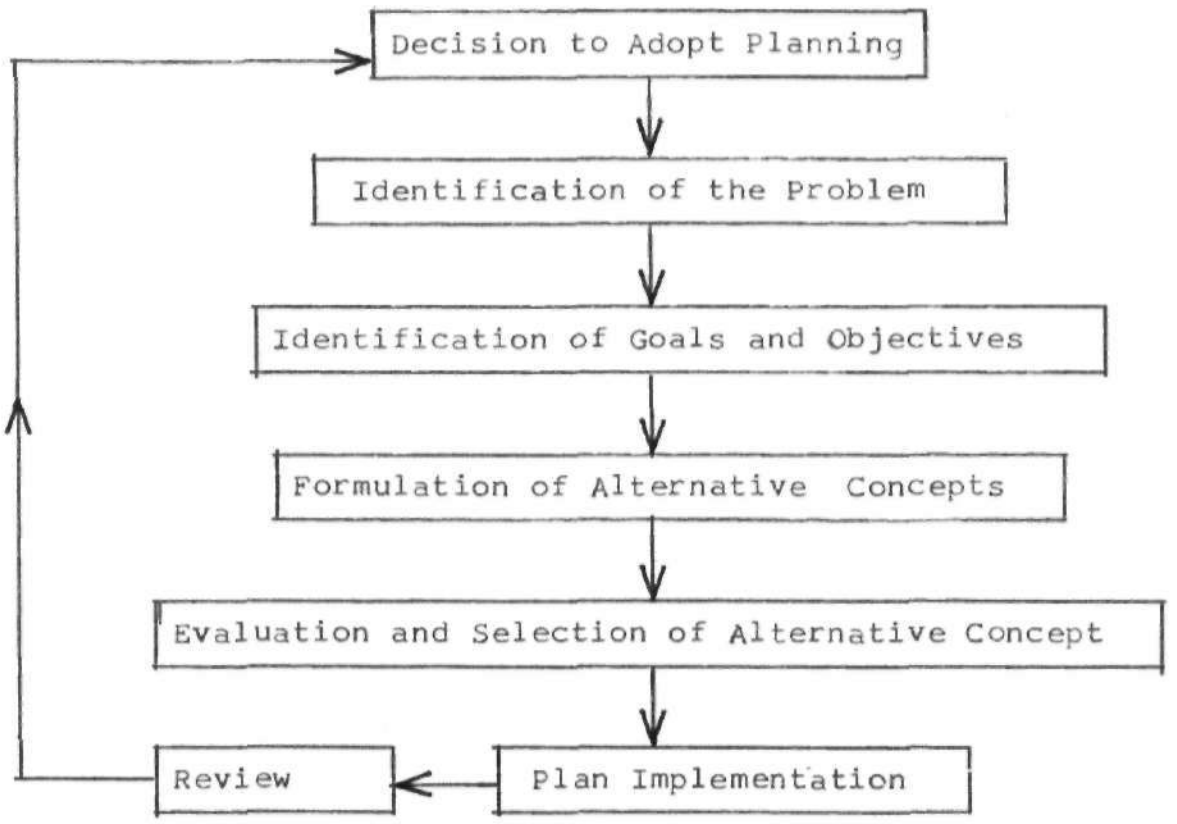


Figure - 2.1: The Planning Process

Source: Adapted from Agaba, (1980).

(a) Identification of the problems through knowledge of the existing situation.

9 Suleiman, I.A.(1987): The Role of Urban Planning and Development Agencies in the Physical Development of Sokoto Urban Area," M.Sc. Thesis (U.R.P.).

thought - Action Continum. The thought process embraces the identification of means (in-put) to achieve a desired end (outcome/output). The input and the actions by which the thought process is transformed into reality is referred to as implementation.

Planning, specifically undertaken within the physical environment, is traditionally regarded as physical or town planning.

Physical planning is defined within the spatial frame-work to mean "... the art and science of ordering the use of land and siting of buildings and circulation channels so as to secure the maximum practicable convenience and beauty."[7] "It is concerned with providing the right site, at the right time, in the right place, for the right people."[8]

2.2 A CONCEPTUAL MODEL OF PHYSICAL PLANNING PROCESS

The physical planning process is viewed as a cyclic process without termination in a 'final plan.' "In the plan formulation and plan implementation, series of events occur in a set order demanding involvement of different agencies ranging from the

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7 Keeble, L., (1969). Principles and Practice of Town and Country Planning.

8. Ratcliffe, J, (1974): An Introduction to Town and Country Planning: The Built Environment.

(b) Formulation of goals and objectives in general terms.

(c) Articulation of certain course of actions or alternative strategies for achieving the defined goals.

(d) Testing and evaluation of alternative concepts, decision making or selection of the best course of action.

(e) Implementation of chosen alternatives.

(f) Review of programmes or projects in the light of solving the identified problems and to assess whether the goal has been achieved. (Figure 2.1).

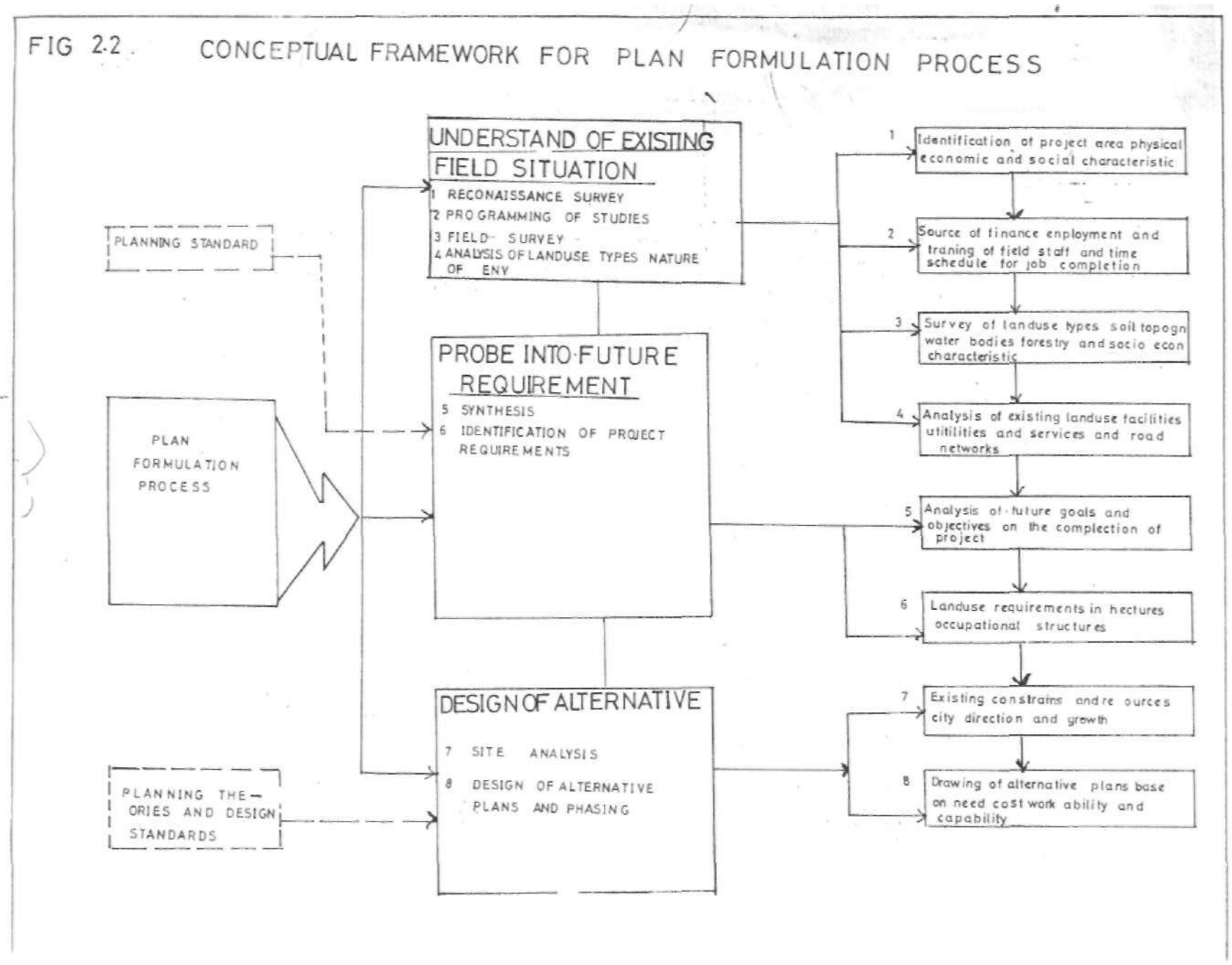
2.3 PLAN FORMULATION PROCESS

The plan preparation or plan making is the first phase of the planning process outlined in figure 2.2 and discussed below:

2.3.1 Understanding the Existing situation

This is the collation and interpretation of information in the planning area through which the problems of the physical environment are perceived. The process involves the examination, interpretation and descriptive analysis of the social, economic and physical characteristics of the existing situation. This further involves a number of activities carried out in sequential order as follows:

FIG 2.2. CONCEPTUAL FRAMEWORK FOR PLAN FORMULATION PROCESS



i.) Reconnaissance Survey

The process is carried out in the field, using maps and photographs to identify the planning area in terms of its physical and socio-economic characteristics.

ii) Programming of Studies

This involves the use of data processing techniques to programme the result of information collected from reconnaissance survey. This is essential in determining the requirements for the detail field survey.

iii) Field Surveys

This is the actual on site information gathering process. This is however, preceeded with the determination of the assumptions and limitations of the studies as well as the plan period. The purpose and need of study, the type of surveys, the quality and extent of detail surveys are also spelt out. The types of detail surveys carried out include among others, survey of physical elements, demographic and socio-economic surveys.

iv) Analysis of the Existing Field Study

The existing situation of the planning area are analysed reflecting the present and future state in terms of its physical section.

2.3.2 Probing into Future Requirement

This process indicates the trend which involve projections and forecasts of the future situations, based on the existing situation. The process involves the synthesis of field survey results using planning theories and standards to establish models. The models are then used to express the existing situation in terms of land-use requirements for different land-use types, facilities, utilities and services and to indicate the influence they may have on the future goals and objectives of the planning area.

2.3.3 Design of Alternatives

The design of alternative plans which normally aims at yielding optimum achievement of present and future goals and objectives, involves first, the assessment of the goals and objectives and secondly, the selection of the best alternative and the formulation of policies and strategies to realise the objectives. The final product is in form of a written plan document, e.g. Master-Plan, which consists of the formulated policies and strategies, supported by diagrams and sketches, based on surveys conducted and base maps. The implications of choosing a particular course of action and the means or tools for implementing the plan is also indicated, as part of the plan document. Geyus (1984).

2.4 PLAN IMPLEMENTATION PROCESS AND REVIEW

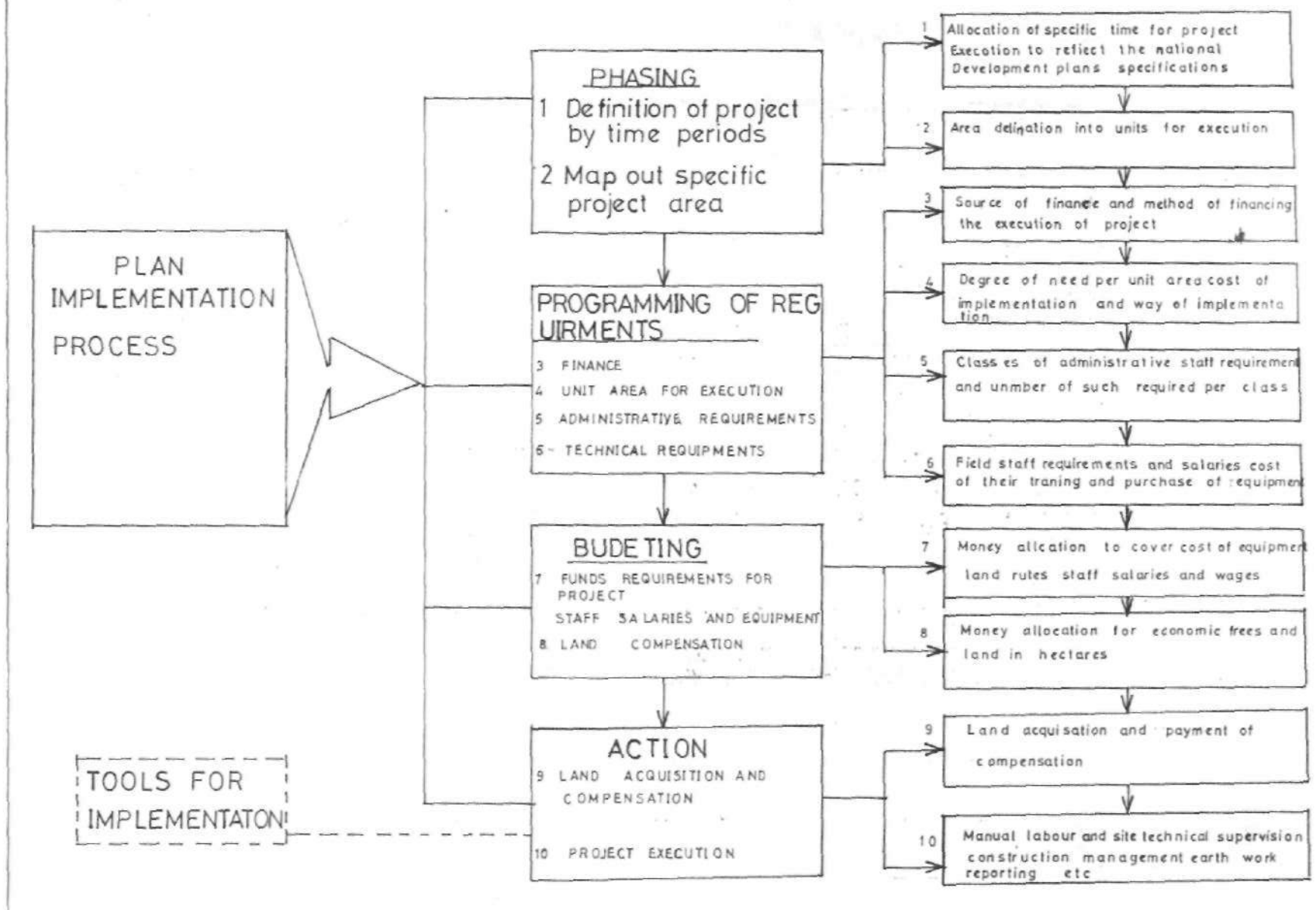
The plan implementation and review is the second stage of the planning process (Figure 2.3).

In urban physical planning, the term implementation has been used extensively and in a variety of contexts, bearing various relationships to the plans on the one hand and to the system or environment planned on the other hand. In this study however, it denotes the actions of interaction in the system planned, which implies land development or conservation in accordance with the plan.

Implementation is also used widely by planning practitioners to encompass a much wider range of actions in the process of getting things done.

Urban plan implementation has therefore, been conceptualized as the execution of projects or programmes in accordance with the approved plan. Implementation is aimed at transforming a previously unplanned environment. The in-put stage requires resources to implement the plan, the actual action of intervention or implementation proper consists of the making of lower order plans or schemes to effectuate the approved plan and the execution of the plan projects or programmes. Thus, when the necessary in-puts have been provided, these are marshalled together to achieve a desired future environment. The process terminates with the production

FIG 2.3 CONCEPTUAL FRAMEWORK FOR PLAN IMPLEMENTATION PROCESS



of out-put/out-come in accordance with the approved plan; with a rather elaborate system of review and monitoring which provides the necessary feed-back into the entire planning process.[10]

2.4.1 Stages of Plan Implementation Process

There are five sequence of actions or stages in plan implementation process viz:

i) Phasing
ii) Programming
iii) Budgetting
iv) Actions(Execution/Performance)
v) Review and Evaluation

i) Phasing

This essentially defines the projects to be implemented by time periods and the mapping out of specific project areas. In other words, it involves the definition of the planned proposals into physical and time scales at which development should operate in order of priorities, determined by the needs of the society and the goals of the plan.

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10 Dawam, P.D. (1983): Implementing an Urban Master-Plan in a depressed Economy: Problems and Alternative Strategies," Paper presented at a 14th N.I.T.P. Conference, Ibadan, P.6.

Plans should be phased according to National Development Plans for proper funding.

ii) Programming of Requirements

This is the next step in the implementation process. The phased plans are translated into specific projects for execution by grouping them according to the specific objective they aim to achieve. The requirements are in terms of finance (the source and method of financing of projects), the degree of need per unit area of projects, the staff (the number, the classes, training, salaries and a clear definition of the roles to be played by the various categories of staff - both administrative and technical), and equipment (the type needed for project execution, the cost of purchasing them and their maintenance).

iii) Budgetting

Budgetting is an essential component of not only the success of implementation but the whole planning process. This is because the successful implementation depends on availability of financial resources. It primarily involves fund allocation for purchase of equipments, land acquisition and compensation and for payment of salaries and wages, etc. It improves capital base for project

implementation.

iv) Action/Execution of Projects

This is the final phase of the implementation process which is the ultimate execution of the plan document into physical realities on the ground. It involves the mannual works or labour on site, technical supervision and construction management among other things.

For a successful action on any plan implementation tools are required which are in form of regulations, capital improvement schemes, public participation and government action in form of legal or non-legal aspect.

v) Review and Evaluation

The plan implementation process is incomplete without proper review and evaluation of the proposals made for implementation. Programmes and projects scheduled for implementation and which have gone through the sequence of actions of the implementation process are subjected to review and evaluation; to assess their levels of performance.

Plans that have been difficult to implement are reviewed in the light of the goals and objectives identified or the set of actions offered to implement the proposal. Goals could be reformulated and objectives redefined. Successfully implemented projects, after review, could be revised and repeated for other projects or discarded completely as unrealistic.

The review element of the planning process provides adequate room for adjustments in the planning process. This is made necessary by the fact that implementation of physical development plans rests solely on the ability to forecast future as accurately as possible, especially where the dynamics of social change, economic and political changes lend themselves to this accurate forecasting.[11] Infact, the failures of implementing many master-plans may largely rests on the inability of planning agencies to review the proposals of such master-plans to adjust to all the circumstances prevailing at a particular time in the implementation process.

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11 Suleiman, I.D. (1987): Op. Cit., P.6.

2.5 REVIEW OF LITERATURE ON THE IMPLEMENTATION OF MASTER PLANS IN NIGERIA

As highlighted earlier, master plans have been one of the first physical planning strategies employed in Britain and later in other parts of the world to guide and ensure functional and efficient growth and development of the physical environment in view of its potentials for planning. Unfortunately, studies have revealed that not only have problems existed in the preparation of such plans but most seriously is the lack of effective implementation of same. These problems of implementation further confirms the vital role implementation plays in the planning process. These have attracted a number of studies into the problems of plan implementation.

Bill and Koenigsberger noted that the implementation of master plans in Britain have been more problematic than the preparation or plan making process. Their contention was supported by their articles on "... Effective implementation - an impossible task?" and "The implementation of local plans,"[12] respectively. Infact in 1967, the British government made a statement to that effect that "... plans which cannot be implemented are mere

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12 Faludi, F. (1978), Op. Cit., P.

'white elephants'.... However, admirable it may be plans which cannot be realized are possitively harmful. They stand in the way of more realistic plans and cause needless worries to the people..."[13]

In a similar development, Colin researched into the Indian experience in implementing master plans by Implementing Agencies in urban areas and observed that there have been failures relatively.

It has further been observed that the failures of plan implementation "... is normally too apparent in all countries throughout the world: that far too many Urban and Regional Plans are never implemented or at best are only partly implemented."[14] The failures are however, most pronounced in the developing countries including Nigeria.

In Nigeria it has been observed that master-plans have numerously been drawn in many towns and cities, but virtually all, except perhaps that of Abuja is being implemented. A number of studies have recently been conducted on the problems of implementing urban master plans in Nigeria and have revealed various factors responsible for the ineffective implementation of such master plans, for urban development. Pioneer

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13 Dawam, P.D. (1983); Op. Cit., P.1.

14 Ibid., P.1.

work in this regard have been carried out by the following people among others:[15]

Vagale, (1975,1976 and 1978) identified the problems of Master Plan Implementation in Nigeria to lack of finance and social equity, lack of land policies and town planning legislation, fiscal programmes, over-ambitious plans and multiplicity of planning agencies.

Adeniyi (1975) attributed plan failures in Nigeria to lack of administrative framework for physical planning, lack of definite policy on Urban and Regional Development; and the low priority given to physical planning by government.

Kulshrestha, (1973 and 1980) observed that master plans in Nigeria fails due to social, political, economic and administrative and legal forces and incorrect forecasts in the plan preparation process.

Haruna, (1974), Geyus, (1984) and Ebuga (1985) all tallied problems of implementing master plans to the lack of ineffective and inadequate legal and administrative framework for planning in Nigeria.

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15 Mshelia, J.B. (1988): Problems and Prospects of Master Plan Implementation for Urban Physical Development in Nigeria, M.Sc. Seminar Paper presented to the Department of Urban and Regional Planning, Faculty of Environmental Design, Ahmadu Bello University, Zaria, Nigeria.

Agaba (1980) and Suleiman (1981) identified the major problems of plan implementation to those of Kulshrestha.

Suleiman (1987 and 1988) strongly attributed failures in master plan implementation to the input factors, viz: The nature of the master plan - usually based on Foreign philosophies, rigidity of the plans, inadequate resources, lack of professional planners and the institutional and legal environment.

The chapter has therefore, succeeded in discussing the basic theoretical framework of the planning and implementation process and highlights on review of literature on implementation of plans in Nigeria exposing the major problems of plan implementation. These essentially serves as the bed-rock to the proper understanding of the study on implementation problems of Maiduguri Urban Master plan.

CHAPTER - THREE

3.0 AN EVALUATION OF THE MAIDUGURI MASTER-PLAN

In this chapter, an attempt will be made to evaluate the proposals of the Maiduguri master-plan. The major proposals of the plan will be identified and two evaluation techniques of goal achievement matrix (GAM) and weighted average score techniques (WAST) are used in assessing the adequacy or otherwise of the plan proposals for implementation. Areas of problems of implementation will be identified as well as areas of successful implementation.

Preceeding the evaluation however, is the background information on the study area - Maiduguri.

3.1 THE STUDY AREA BACKGROUND INFORMATION

(a) Location: Borno State

Borno State locates at the North East corner of Nigeria, between latitude 10°N and 13.04°N and Longitude 9.08° E and 14.04°E. It is the largest of the 21 States including Abuja, the Federal Capital Territory. It covers an area of 116,589 square kilometres representing almost 13 per cent of the total land area of the country. Borno State shares boarders with the Republics of Niger to the North, Tchad to the North-west and

Cameroun to the East. It is also bounded by Gongola, Bauchi and Kano States to the South, South-west and West respectively. (see figure 3.1). The State has a projected population of 7,609,814 (1988) based on the 1963 census projected to 5 per cent growth rate.

(b) Maiduguri

Maiduguri is located at latitude 11.15°N and Longitude 13.05°E. It covers an area of 46,900 hectares. It has a projected population of 473,782 (1988) based on the 1963 census.

Maiduguri has been serving as an administrative and commercial centre since colonial era. It was the capital of Borno Emirate, North-eastern State in 1967 and Borno State since 1976. It has also been the headquarters of Maiduguri metropolitan council. (See figure 3.1).

3.2 PHYSICAL SETTING OF MAIDUGURI[17]

3.2.1 TOPOGRAPHY

The geologic component of Maiduguri consist of simple land forms made up of the Chad formations with sands. The soils are very fertile but usually susceptible

17. Max Lock Nigeria Limited (1976): Surveys and Planning Reports of Maiduguri for the North-Eastern Government.

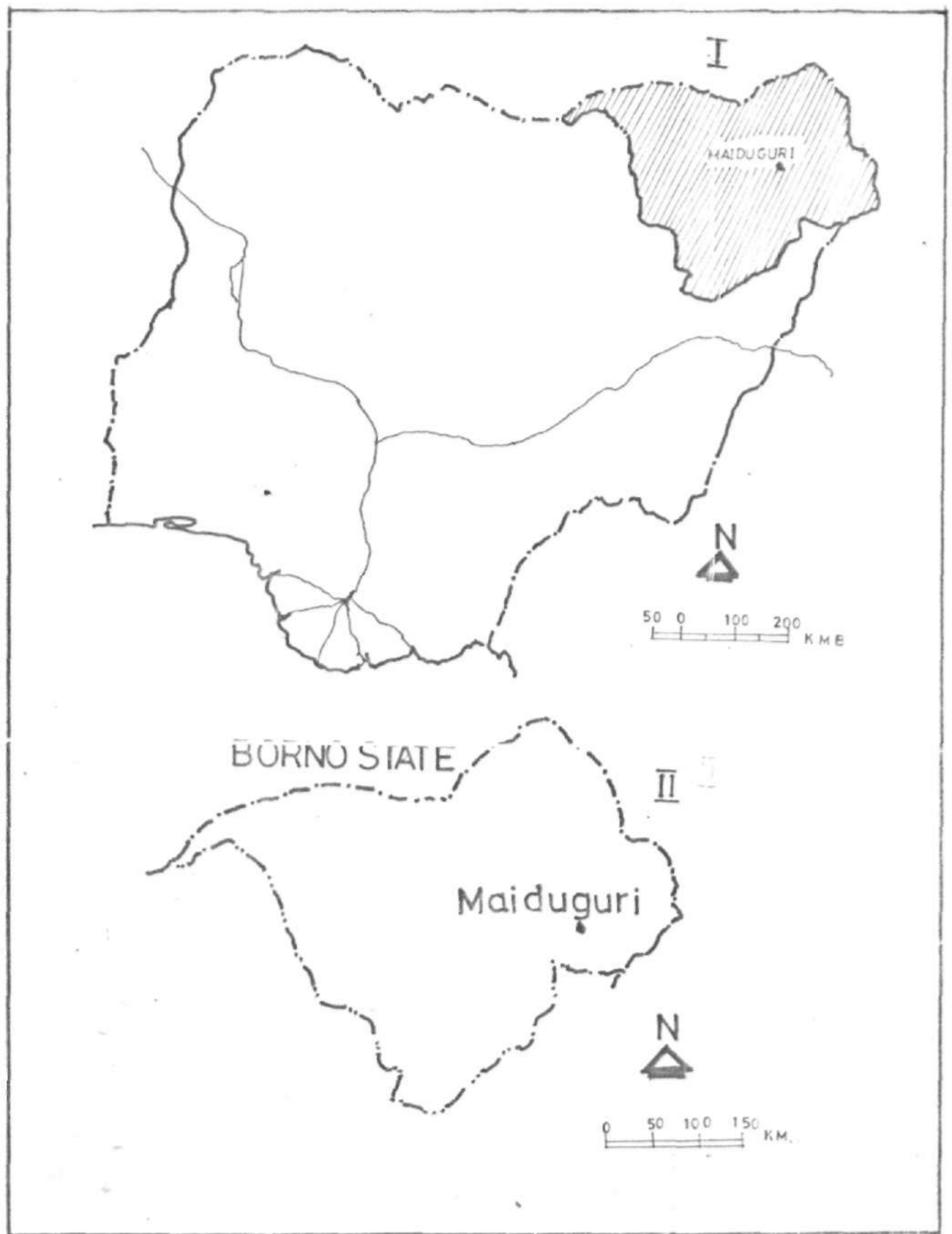
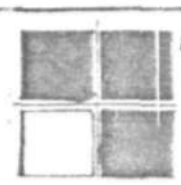


FIG. 3·1 MAP OF NIGERIA SHOWING
I BORNO STATE
II MAIDUGURI



MSHELIA J.B.
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ABU, ZARIA.
1990

to water logging and swamps during rainy seasons. Maiduguri has relatively flat terrain of about 318 metres above sea level with the exception of a Bama ridge with about 338 metres.

The town is drained by a seasonal River Alo that flows North-easterly direction and dissects the town into two (figure 3.2).

3.2.2 CLIMATE

Maiduguri falls within a semi-arid region of Nigeria by virtue of its location at latitude 11.15°N. Climatically, it has a long hot season which causes human discomfort and make human activity difficult and unproductive.

Rainfall ranges from May to September and rarely to October; with an unstable period, intensity, and variability over-time. The total annual rainfall ranges between 500mm to 760mm. It experiences extremes of temperature with maximum of 40°C. (April/May) minimum falling below 22°C (December - February) a maximum day temperature of 31°C.[18]

3.2.3 VEGETATION

The vegetation cover is of the Savana type due to the low rainfall with wood-land interspersed with

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18. Borno State Government (1983): "Drought in Borno State" Unpublished Drought Report.

short grasses, open soil and severed vegetation by human activity. Due to the open nature of the vegetation strong winds do occur. There are the North-east trades that blows from October to April, causing harmattan coming from the Sahara desert. The severity of harmattan occurs in the months of January and February. From May to October, the South-west trade winds associated with rain, blow from the Atlantic Ocean. Local winds also occur at the beginning and end of the rainy seasons but are short lived.

3.3 EVALUATION OF THE MASTER-PLAN

3.3.1 JUSTIFICATION FOR THE PREPARATION OF THE MAIDUGURI MASTER-PLAN

The factors that necessitated the preparation of a master-plan for Maiduguri were as follows:

(a) Its role as an administrative and commercial centre;

(b) Rapid urbanization experienced in the country due to natural increase and migration rate. (its growth rate was estimated at 7 - 10 per cent).

(c) Polirization of social, economic, political and administrative activities.

(d) Rapid unplanned physical growth resulting to Urban sprawl.

(e) Deterioration of physical environment with slum condition in the core area of the city.

(f) Poor drainage due to absence of a comprehensive and effective network of drainage system

(g) Traffic congestion and high accident rate.

(h) Unplanned mixed land-uses, undefined land-uses and absence of land-use policies.

(i) Inadequate supply of housing stock and poor quality of existing ones.

(j) Inadequate provision and lack of development of open space and recreational facilities.

(k) Adhoc and incremental approach to planning and inadequate co-ordination of planning activities.

These were some of the major problems that were responsible for the preparation of a master-plan for Maiduguri. The then North-eastern State Government in 1973, commissioned a Foreign Planning Consultant, Max Lock Group Nigeria Limited (M.L.G.N) to prepare a master-plan for Maiduguri. The master-plan was therefore prepared between (1973 - 1976) to cover a ten-year plan period (1977 - 1987). The plan was intended to guide the growth and development of the town so as to solve the problems identified and to provide a functional and efficient physical environment to the community planned.

The master-plan was to achieve the following goals and objectives.

3.3.2 THE GOALS OF THE MASTER-PLAN

The goals formulated by the master-plan are:

(a) To provide an over-all frame-work within which the town will develop and expand in an orderly and efficient manner.

(b) To provide a frame-work for the relative development of specific land-uses of residential, commercial, industrial and economic needs of the people, and reserve lands for such uses accordingly.

(c) To demarcate areas of future growths and direction of the town.

(d) To promote private investments in new and existing developments.

(e) To improve housing standards through the technical and financial resources of the town.

(f) To develop forestry potentials and agricultural development within the requirement of urban growth.

As a strategy to achieve the goals of the master-plan, a recommendation for the creation of a development agency as the sole authority responsible for the implementation of the master-plan was made, if the goals

and objectives of the plan were to be achieved.

3.3.3 SOME OF THE MAJOR PROPOSALS OF THE MASTER-PLAN

The proposals of the master-plan can broadly be categorized into five:

i. Residential/Housing Proposals
ii. Transportation proposals
iii. Infrastructural development proposals
iv. Economic development proposals
v. Social services and government policies.

Under each of those physical planning proposals and/or policies have been made addressed to specific problems and needs of the town which are further highlighted below:

i. Residential/Housing Proposals

The plan provide for organized residential development and redevelopment of existing high density housing areas to ensure that facilities, utilities and social services are reasonably accessible to all levels of housing.

(a) It included the provision of adequate number of houses to the general public and encourage private development through civil servants housing loan schemes.

(b) To make land readily accessible.

ii. Transportation Proposals

The plan provide for adequate transport facilities for people and goods, to link Maiduguri and its micro and macro region in both present and future. These include:

(a) Construction of new roads.

(b) Provision of public transport and bus stops.

(c) Provision of pedestrian walk-ways/crossing around the Monday Market and on major high-ways.

(d) Adoption of an efficient traffic management measures for the city.

iii. Infrastructural Proposals

The plan provided for adequate and efficient use of infrastructural services that include:

(a) Provision of access roads, water supply and electricity on all government layouts.

(b) Develop and provide adequate and efficient system of water supply to the town by constructing a dam project on the River Alo.

(c) Ensure effective refuse and sanitation disposal system.

(d) Construct a comprehensive and efficient drainage system in the town and maintain existing ones.

iv. Economic Development Proposals

(a) Redevelopment of the Central Monday Market and up-grading of existing district markets.

(b) Plan and develop the unorganized informal sector;

(c) Preservation of suitable agricultural and forest resource land-uses.

(d) Provision of adequate and serviced commercial/industrial lay-outs.

v. Social services/Government Policies

The plan emphasized on policies for the provision of social services and implementation of the plan proposals.

(a) It recommended the establishment of an Urban Development Board for effective planning and plan implementation in Maiduguri.

(b) Provide for health facilities in all district centres of the town.

(c) Ensure adequate and even distribution of primary and secondary institutions.

(d) Land-use policies to provide for lands for all land-uses.

vi. Direction of Physical Growth

The master-plan identified the trend of growth of the town as reflecting both linear and radial pattern within a concentric model. It upheld the growth pattern in view of its economic and social features of the town.

3.4 ASSESSMENT OF SOME OF THE MAJOR PLAN PROPOSALS VIS-A-VIS ITS ADEQUACY OR OTHERWISE FOR IMPLEMENTATION

The assumption of this work is that any plan document with relatively adequate proposals made during the plan preparation or plan making stage, will be effectively implemented given adequate and effective implementation strategies. The intention here is therefore, to assess the over-all adequacy of the Maiduguri master-plan for implementation. This is undertaken by using evaluation techniques of goal achievement Matrix& cost analysis against the economic background of the town as well as the weighted average score technique. These techniques identify the essential variables or elements in plan preparation, process and ascertains whether they were effectively incorporated during the plan formulation stage; which would have ultimately influenced the end product - the plan - during the process of implementation.

3.4.1 GOAL ACHIEVEMENT MATRIX TECHNIQUE (G.A.M.)

The goal achievement method (G.A.M.) is a technique employed to evaluate plan proposals based on the goals and objectives of the plan. It strives to achieve the spelt out goals of the plan and principles guiding the formulation of the goals.

The assessment using this method will focus attention on the major issues of the master-plan proposals. These include:

i. Population and land-use projections.
ii. Urban renewal (redevelopment) proposals.
iii. City centre district plan.
iv. New areas development.
v. Urban transportation proposals and regional integration.
vi. Infrastructural development proposals.
vii. Time - scale of the plan.

i. Assessment of the Master-Plan Population Projection in Relation to Over-all Land-use Projections

(a) Population Growth in Maiduguri

Based on the accepted 1963 census figure of the country, Maiduguri had a population of 139,965 with an established growth rate of 7 per cent.

In 1973, ten years later, the city had a population of 170,000 based on Max Lock's surveys. It was an increase by 466 per cent or an average of about 30,000 persons were added to the population of Maiduguri over the ten years or 3,000 persons added every year between 1963 to 1973.

Between 1973 and 1975, it was established that the growth rate had increase to 10 Per cent. There was no official census figures with the cancellation of the 1973 census.

Max Lock's population projections were therefore, based on the 10 Per cent growth rate to ensure adequate provisions of land-use projection. It is on this basis that the assessment is undertaken to determine the relative adequacy of the proposals.

TABLE - I: Master-plans Population Projections to 1987

Years	Growth Rate Percentage	Population Projection
1963	7	139,965
1973	7	170,000
1975	10	205,700
1976	10	226,270
1977	10	248,897
1980	10	331,282
1985	10	533,532
1987	10	645,573
1988	10	710,130

SOURCE: Field Survey, 1988.

(b) Land Required for the Plan Period

Table 1, shows that at the end of the master-plan period (1987) the population of Maiduguri would have reached a target figure of 645,573. This figure is therefore, used to ascertain the total land required for development in respect to all the land-uses. This has not been given by the master-plan, but it is calculated using average population density.

*To calculate the average population density, the average figures relative to the residential density type are used, e.g.,

Type of Residential Density	Average Population Density Per Hectare
i. Low Density	40 - 80
ii. Medium Density	80 - 120
iii. High Density	120 - 225

Thus:

i. Low Average Density/Hectare $\frac{40 + 80}{2} = 60$

ii. Medium Average Density/Hectare $\frac{80 + 120}{2} = 100$

iii. High Density/Hectare $\frac{120 + 225}{2} = 170$

Over-all Average Population Density

$= \frac{60 + 100 + 170}{3} = 110$

∴ The total average population density per hectare for Maiduguri by 1987 was 110 Persons.

∴ To calculate total land required by 1987,

---

* Figures of Average Population Density per hectare based on (1987) M.Sc.I (Urban and Regional Planning) Lecture Series, on Land-use Components. This population on density corresponds with the figure used by the consultants.

Population of 1987 = 645,573

Average Density Per Hectare = 110

$$\frac{645,573}{110} = 5868.8 \text{ hectares}$$

A total of 5868.8 hectares of land was the additional land required by the proposed land-use plan.

3.4.2 LAND USE ANALYSIS

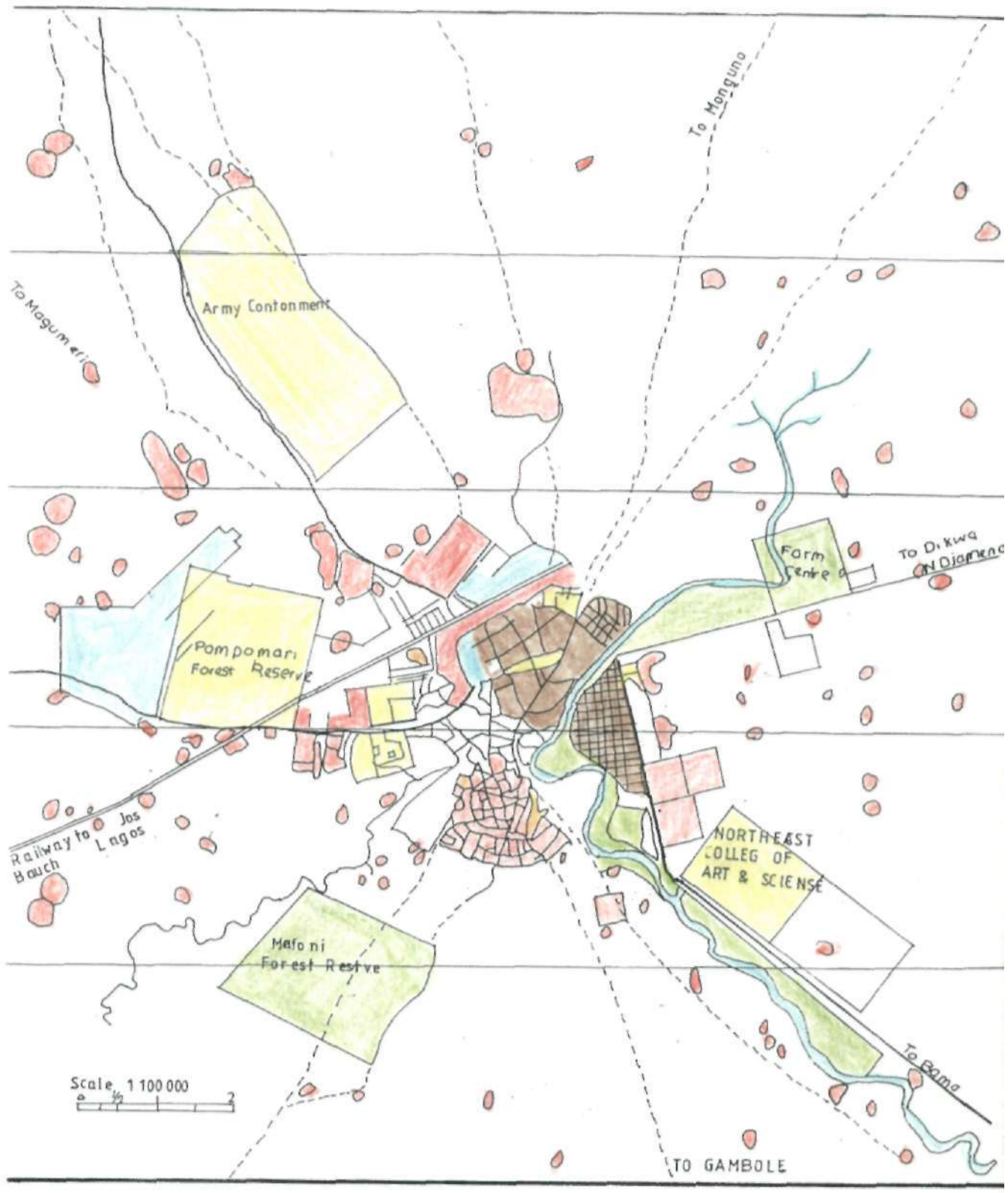
To assess the various land-use proposals over time by the master-plan, it is essential to analyse the land-use before the plan, proposed by the plan and after the plan. (1975, 1977 and 1987 respectively).

(a) Land Use Analysis before Plan (1975)

Figure 3.3 gives the land-use pattern of Maiduguri before the master-plan was prepared. Based on this, the following land-use analysis has been derived:

TABLE - 2: Showing Land-use Pattern Before the Master-plan (1975)

Type of Land-use	Area in Hectares (Ha.)	Percentage
Residential	1710	13
Commercial	100	0.8
Industrial	200	1.5
Institutional	3610	28
Transportation	150	1.7
Open Spaces	7270	55
T o t a l	13040	100



IG. 3:3 LAND USE OF MAIDUGURI (1975)

RESIDENTIALS
Low density
Medium density
High density
Pos forest

Allocations
Institutional
Commercial
Industrial
Transport

N

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(b) Land Use Analysis of the Master-plan Proposal

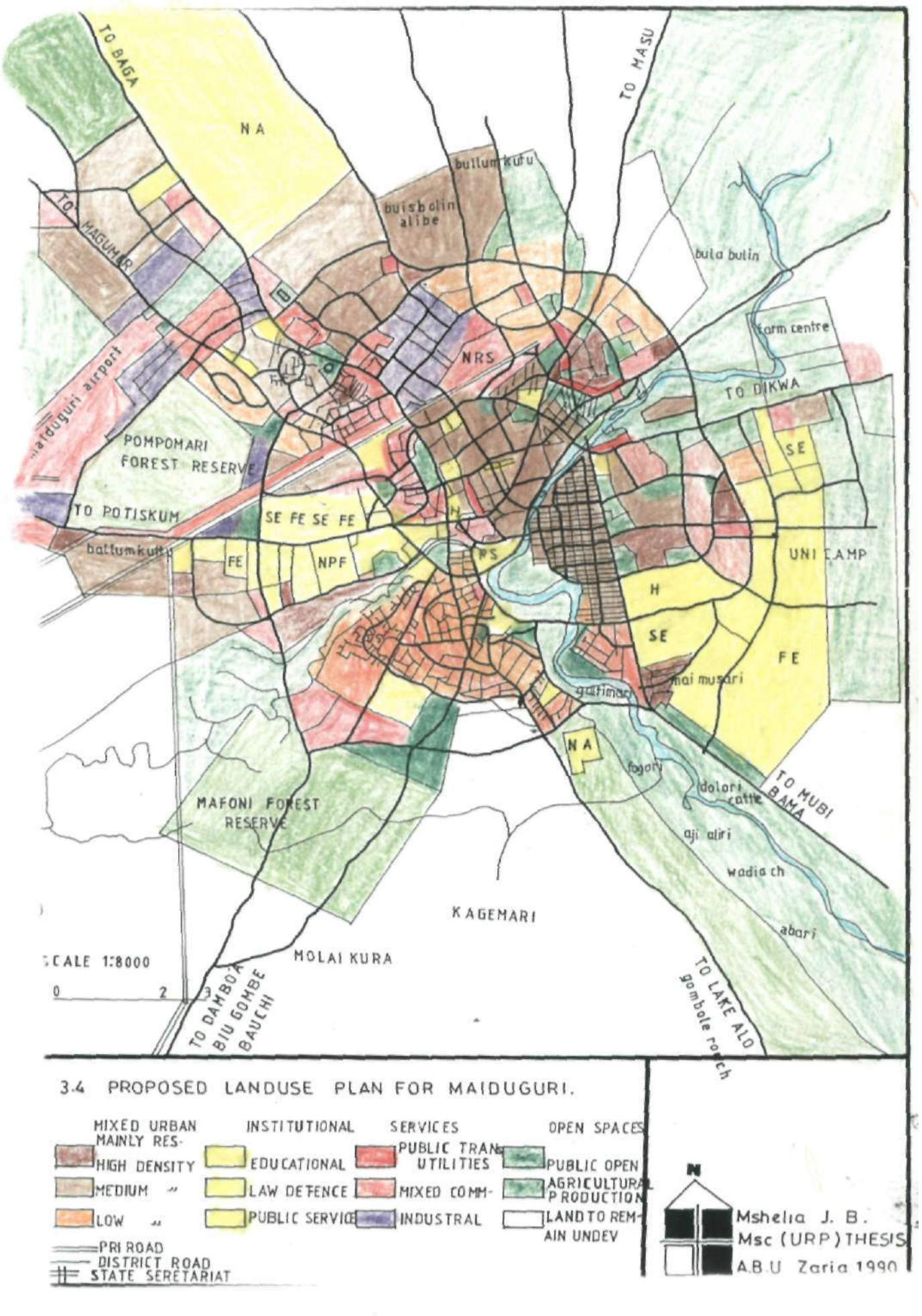
Figure 3.4 shows the land-use proposal of the Master-plan. Based on this, the analysis is shown in table 3.

Table - 3: Analysis of Proposed Land-use Plan

Land-use Type	Master-plan Proposal from 1977 - 1987
Residential	8820 ha.
Commercial	160 "
Industrial	162 "
Institutional	850 "
Transportation	232 "
Agriculture/ Open Space	9200 "

(c) Table - 4: Land Use Analysis at the end of Plan Period (Updated) (see fig. 3.5)

Land-use Type	Land-use at the End of Plan Period 1987
Residential	5,620 Hectares
Commercial	1,200 "
Industrial	1,800 "
Institutional	4,200 "
Transportation	900 "
Agriculture/ Open Spaces	4,600 "
	18,320 Hectares


TO BAGA
NA
TO MASU
bullumkutu
buisbolin alibe
TO MAGUMERI
buta butin
farm centre
NRS
maiduguri airport
TO DIKWA
POMPOMARI FOREST RESERVE
SE
TO POTISKUM
SE FE SE FE
H
battumkutu
FE
NPF
PS
UNI CAMP
H
SE
FE
gwirimari
mai musari
NA
fogori
dolori cattle
TO MUBI
BAMA
MAFONI FOREST RESERVE
aji airi
wadi ch
KAGEMARI
abari
SCALE 1:8000
0
2
MOLAI KURA
TO DAMBOA
BIU GOMBE
BAUCHI
TO LAKE ALO
gombole roach
3.4 PROPOSED LANDUSE PLAN FOR MAIDUGURI.
MIXED URBAN
MAINLY RES-
HIGH DENSITY
MEDIUM "
LOW "
PRI ROAD
DISTRICT ROAD
STATE SERETARIAT
INSTITUTIONAL
EDUCATIONAL
LAW DEFENCE
PUBLIC SERVICE
SERVICES
PUBLIC TRANS UTILITIES
MIXED COMM-
INDUSTRAL
OPEN SPACES
PUBLIC OPEN
AGRICULTURAL PRODUCTION
LAND TO REM-AIN UNDEV
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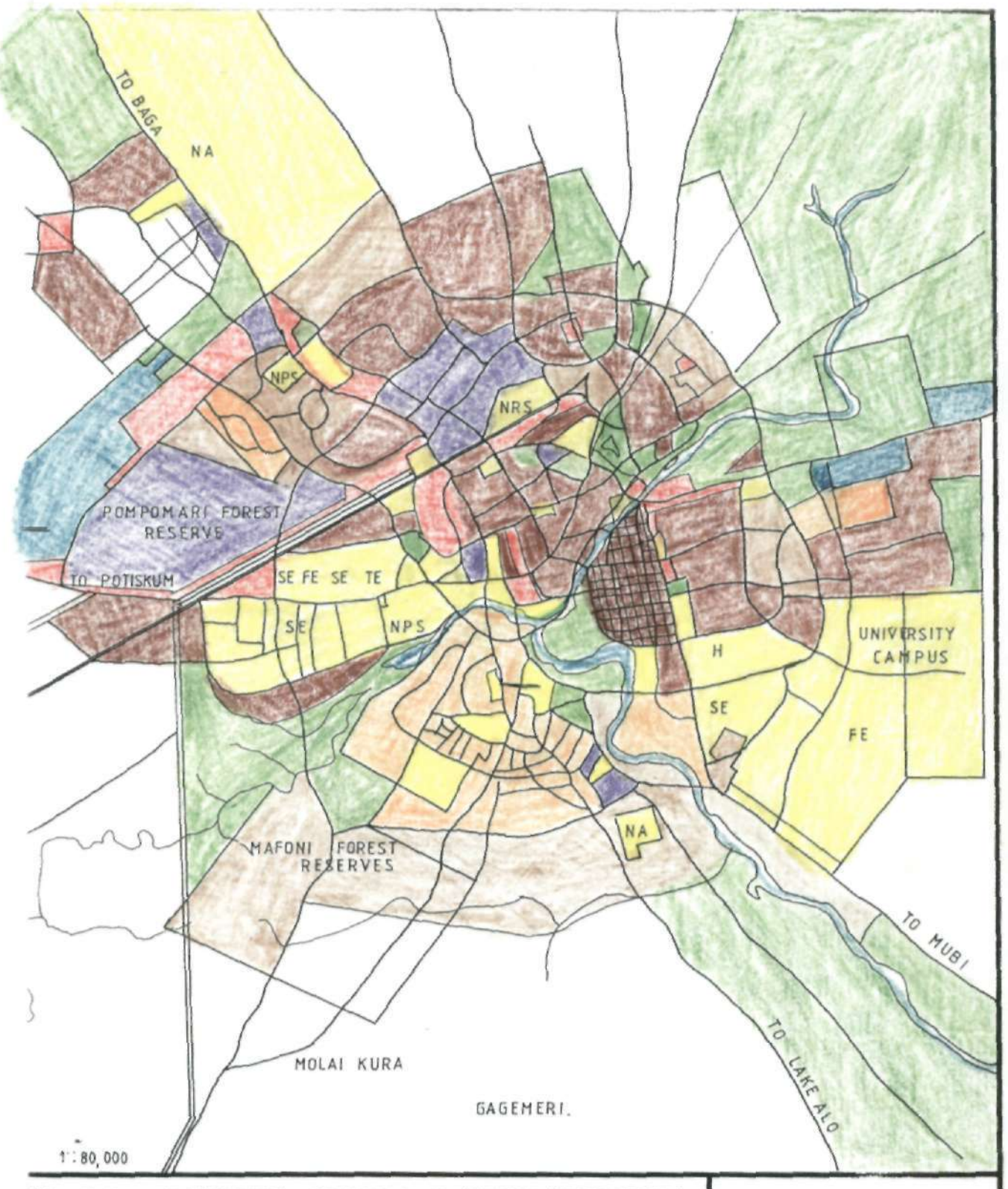


FIG. 3.5 MAIDUGURI EXISTING LANDUSE.(UPDATED)

TABLE - 5: Summary of the Land-use Analysis

Land-use Type	1975 Land-use	Master-Plan proposal 1977 - 1987	Land-use after Plan Period	Land Required by by 1987 Based on Population Density
Residential	1710 ha	8820 ha	5620 ha	
Commercial	100 ha	160 ha	1200 "	
Industrial	200 ha	162 ha	1800 "	
Institutional	3610 ha	850 ha	4200 "	
Transportation	150 ha	232 ha	900 "	
Agriculture/ Open Spaces	7270 ha	9200 ha	4660 "	
	13,040 ha	194,24 ha	18,320 ha	5868,8

Table 5 shows the summary of all the land-use analysis of the Maiduguri plan.

(d) Achievement of Over-all Land-use Requirement During the Plan Period (1977 - 1987)

i. Column (b) gives the total land-use proposal over that existing before the plan = 19,424 hectares.

ii. Adequacy of land-use proposal of the master plan;

(a) + (b) = 13,040 + 5,868.8 hectares

= 18,908.8 hectares

iii. Assessment = (i) - (ii) = 19,424 - 18,908.8

= 515.2 hectares. Surplus.

Based on the compared result, it is seen that the land-use proposal of the master-plan was adequate enough taking into account the optimum land-use required based on the average population density projection for Maiduguri

It records a good score to the plan proposal as at the time of plan preparation.

(e) Assessment of Land-use Plan before Plan Preparation

i. From table 2 above, there is glaringly gross deficiency in commercial and industrial activities existing before the plan. Both

activities only totals to 2.3 per cent instead of 18 per cent.[19] This low percentage suggests and confirms the prevalence of poor economic base of the town at the plan preparation. It was therefore, expected that the proposal of the plan would correct the anomaly to consolidate and facilitate efficient development of those activities. This is made necessary in view of the fact that successful implementation of any plan will largely depend on the capacity of the town to generate adequate resources to compliment external resources. This has been reinforced by an observation that "... a city is seen as an economic system whose efficiency is greatly dependent on its land-use system. A properly maintained land-use equilibrium makes the city more functional and efficient. Any remarkable deficiency will amount to inefficient economic and physical development".[20]

ii. Institutional land-use with 28 Per cent ranking second after Agriculture/open space (55 per cent), constitute more than 80 Per cent of the built up area of the town. It was an over-development of the institutional land-use.

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19. Based on M.Sc. (URP) 1987 Lecture series on Land-use Planning.

20. Suleiman, I.D.(1989).

iii. The large expanse of land ear-marked under Agriculture and forest reserves, together with open spaces, aimed to achieve the goal and objective of forest and Agricultural Development in view of the problem of desert threats and the use of wood as fuel by greater population of the town.

Transportation land-use increased only significantly in the proposal of the plan.

INFERENCES

(a) It was observed that the over-all land-use projections was adequate enough to contain the physical growth and development of the town based on the average density of 110 persons per hectare at the time of plan preparation.

(b) The 3 years gap between plan preparation and implementation does not favour effective implementation.

(c) Existing land-uses contrast seriously with the plan proposal.

(d) Detailed analysis of the various proposals of the plan to that which existed before the plan showed defects as to meeting with planning standards, e.g. commercial and industrial development land-use proposals were grossly deficient.

However, it is contended based on (a) above, that given adequate implementation strategies of effective planning framework, adequate in-put and adequate interventions of planning actions, within the framework of the implementation process, adequate care would have arrested the lapses observed more so as the element of Review Revise and Repeat in the plan implementation process provides room for adjustments.

3.5 IMPLEMENTATION OF THE CITY CENTRE DISTRICT PLAN PROPOSAL (See fig. 3.6)

The city centre district plan forms one of the action area plans that required immediate action. This is shown below. The area locates in the core area of the town and consists of the following proposals:

i. The Monday Market Action area.
ii. Bulabulin Action Area.
iii. South Central Action Area.
iv. Financial Institutions Action area.
v. Open Space Policy
vi. Road Networks and Street Policies.

The city centre forms the 'nerve' centre of central business district (CBD) of Maiduguri. This proposal aims at developing the economic base of the town and improving the housing conditions and welfare of the people within the central area.

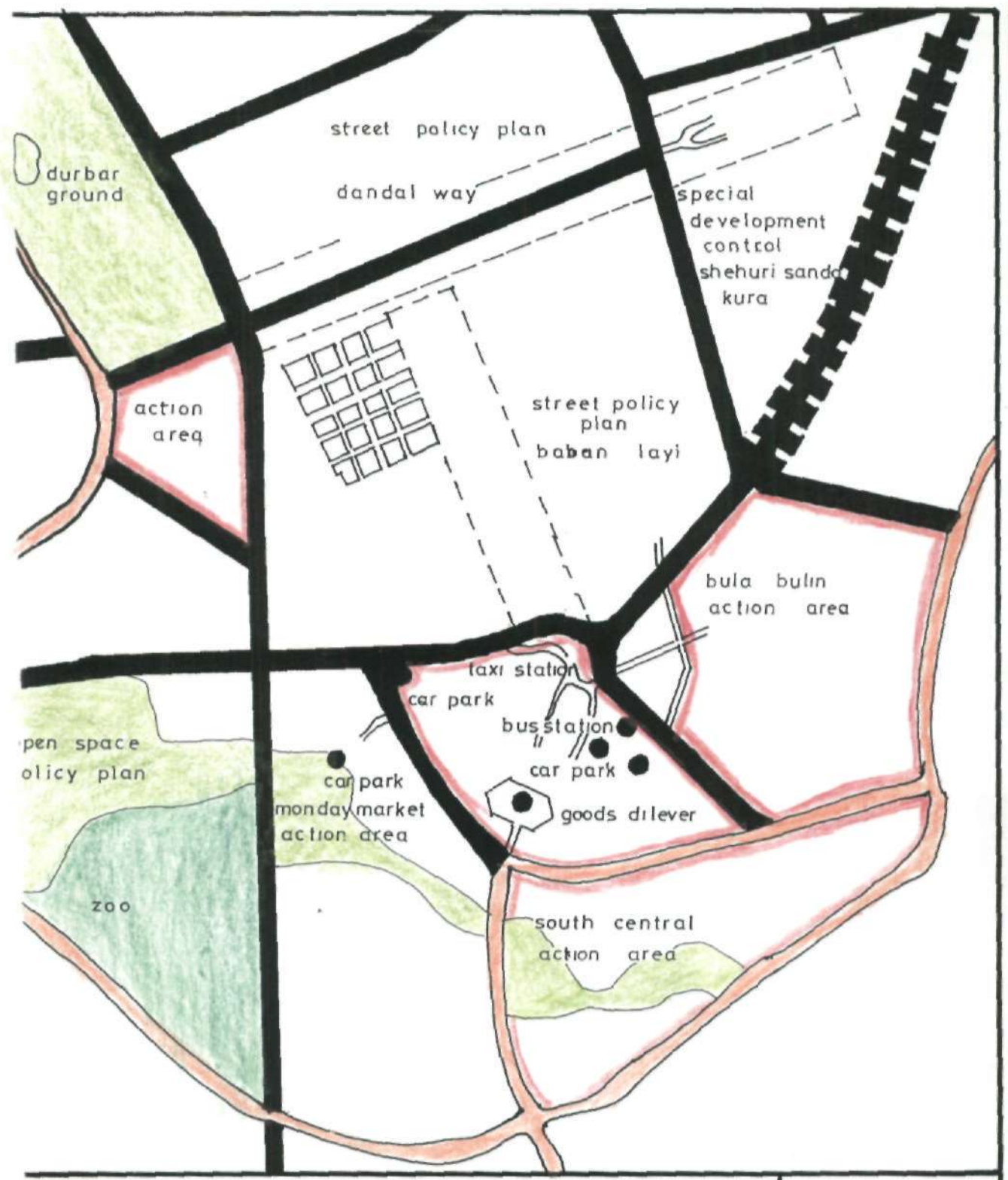


FIG 3.6 CITY CENTER DISTRIBUTION PLAN.

ource maiduguri master plan

The Monday Market, the Zoo or Open Space Policy construction and redevelopment of new and existing primary and district roads were respectively carried out. However, the Bulabulin Redevelopment proposal remained un-implemented.

The implementation of the city centre has been carried out by various implementing agencies of public and private developers, e.g., the Ministry for Local Government and Community Development redeveloped the market, while the Zoo was developed by the Ministry of Animal and Natural Resources and the Action Area West of the General Hospital has been developed by public firms and private investors.

The implementation has however, not been carried out within the first phase of the plan as stipulated.

3.6 IMPLEMENTATION OF SOME MAJOR PROPOSALS OUT-SIDE THE CITY

The major proposals outside the city centre are:

i. New areas expanding villages
ii. Site and service schemes
iii. Strategic high-way plan

3.6.1 HIGH DENSITY HOUSING AREA (New Area Expanding Villages)

These areas have been identified by the plan as areas out-side the city that records acute, physical planning problems that required immediate action planning. They are the high density housing areas which were fast expanding without plans. They faced sporadic chaotic and unplanned growths exhibiting slum conditions. These are: Zajiri Ngomari Ganna, Bullinkutu, Moduganari, Bolori and Bullabuli Central area.

These areas have disorganized development, proceeding very rapidly without regard for building standards, drainage, sanitation, road accesses, public utilities and services and also lacked security of tenure. They were therefore, proposed for immediate redevelopment or rehabilitation since they were areas destined for extension. At the same time effective development control machinery was to have been enforced. None of these proposals have been implemented nor has there been any effective development control.

In a socio-economic survey conducted in Zajiri and Ngomeri Gana, two of the areas proposed for Urban Renewal programmes, the condition were still the same or worst off compared to the time of theplan proposal.

(a) Zajeri (Baga North West Area)

- Occupancy ratio of 4 - 8 persons
- Lack access roads
- Insecurity of land tenure
- Very poor drainage system
- Substandard housing types
- Inadequate and over-stretched social facilities and services.
- Between 1977 and 1987, uncontrolled growth rose up to 80 per cent increase.

(b) Physical and Socio-economic Conditions in Bama Road East (Ngomari Gana)

- Population density = 172 Persons/Hectare
- Very low in-come level = 80 Per cent = ₦83/month
- Housing conditions = 42 Per cent = Poor
- Housing conditions = 20 " " = Fair
- Housing conditions = 38 " " = Good
- Internal road network system = Very Poor
- Domestic Water supply source = 80 Per cent distan with only 5 Per cent with water closet system.
- Inadequate Electricity = Only 50 Per cent of area is connected with electricity
- Drainage = 96 Per cent of all the streets had no drains.
- Refuse dumping = Over 46 Per cent had no sites for future dumping.

From the sample surveys of Zajeri and Njomari Gana shown above, the physical and socio-economic characteristics indicates that the goals of the master plan in respect to the upgrading programmes have not been achieved.

3.6.2 SITE AND SERVICES DEVELOPMENT IN ALL NEW LAYOUTS

New growth areas outside the city were identified by the master-plan. From the master-plan's proposed land-use an additional land of 6,434 hectares was added to the 1975 land-use through the plan period (1987). This additional land was to have been distributed over the plan period for the various land-uses. New development areas were therefore, identified to provide the additional land required for the growth and development of the town. (see figure 3.6).

Along this line, surveys of new layouts prepared during the plan period compared to those serviced with essential infrastructure such as roads, water supply and electricity revealed that only an insignificant number of percentage of new lay-outs have been serviced.

Total Layout Prepared = 65

Total Number Serviced = 14

$$\frac{\text{Total Percentage of Serviced}}{\text{Layouts}} = \frac{14}{65} \times 100$$

= 21.5 Per cent only

The goal of inducing physical development has therefore, failed. The proposal has grossly been ineffective. This failure is deeply rooted in the process of implementing the proposal. The plan's initial assumption of government providing every social services to the people as spelt out in the goals and objectives of the plan has therefore been very unrealistic

3.6.3 TRANSPORTATION DEVELOPMENT POLICY AND REGIONAL INTEGRATION

The consultants also identified the significant role transportation plays in nation building and development of cities such as Maiduguri as it secures economy of scale and provides diversity of services. They shape the land, grant opportunities for work, trade and commerce.

The transportation problem was noted to have been compounded by the rapid growth rate of population (7-10 Per cent) and the very high vehicle growth rate of 12 to 15 Per cent whose combined effects resulted to problem of traffic congestion limiting the efficiency of records and increased accident rates.

The plan made short and long term measures to eliminate such problems and they included the improvement of key intersections, definition of bus routes, construction of bridges and fly overs, areas of restriction and a comprehensive strategic highway plan for the town

Implementation has been recorded in areas of bus routes, improvement of intersection, and the highway routes except the proposed ring road. The fly-overs, and areas of restrictions within the urban area have remain un-implemented.

3.6.4 PRESERVATION OF CULTURE

Although Maiduguri has not been a walled city like other typical traditional cities of Northern Nigeria such as Kano, Zaria, Katsina, etc, the dominant Kanuri tradition existing within the city core has not been recklessly tampered with by the master-plan proposals. This is unlike in a similar master-plan prepared for Katsina by the same consultants where it was observed that "straight road proposals were made right through the traditonal settlement which never saw the light of implementation".[21] This situation did not occur in the Maiduguri master-plan proposals.

3.6.5 TIMING/PLAN PERIOD AND PHASINGS OF THE PROPOSALS

It took three years (1973 to 1976) to prepare the master-plan and physical growths were not static during this period. Incremental planning for Maiduguri was being undertaken jointly by the planning machinery and the

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21. Sulaiman, A. (1981): "Katsina Master-plan: A Proframme for implementation of the Second Phase of the Plan 1980 - 1985" M.Sc. (URP) Thesis, Ahmadu Bello University, Zaria, Nigeria.

consultants. Such a situation where the plan preparation and implementation (1973 - 1976 and 1977 - 1987) respectively tends to negate the process of planning and plan implementation.

Secondly, the ten-year plan period for Maiduguri urban area was very unrealistic. This is because a master plan or any physical development plan such as this, reflects a long range plan. This should therefore, cover between 20 to 30 years with many in-built review period.

Thirdly, the master-plan contain only a single phase due to the time scale constraint. The dearth in financial and man-power resources caused by the poor economic base of Maiduguri and the changing social and political scenes did not favour the timing, and phasing of the master-plan.

3.7 EVALUATION OF THE MASTER-PLAN BASED ON COSTINGS OF THE PROPOSALS

"In any project evaluation, it is usually seen that the first phase of the plan, called the 'gestation period', uses resources from the economy (costs) with no benefits to the society initially . Only proper costings of plan proposals and sources and methods adequately provided can make proposals more realistic than just policy statements and drawings."[22]

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22. Little, I.M.D. and Nirrless, J.A. (1974): Project Appraisal and Planning for Developing Countries, London.

3.7.1 COSTINGS OF SOME SELECTED PROPOSALS

It is interesting to note that only costings for road proposals were made by the consultants. All other issues remained uncosted and as to how much and where the master-plan was to be funded remained undefined. This has in no small way affected the process of implementing the master-plan.

To illustrate this point, some selected projects have been costed. These includes the road networks and six residential areas (the expanding villages) for urban renewal.

Between 1985 to 1987, comprehensive studies were conducted into three out of the six housing areas proposed by the master-plan as Action Areas for up-grading/ redevelopment. These are Bama Road East (Ngomari Gana), Kano Road South Moduganari) and Baga Road North (Zajiri). The minimum costs for upgrading those areas were established below:

3.7.2 COSTING OF URBAN RENEWAL PROPOSALS

	Area	Population	Cost of Up-Grading (Pre SFEM)
(a)	Zajari	55,000	₦2,543,418
(b)	Moduganari	20,160	1,302,400
(c)	Ngomari Gana	43,559	1,638,950
			₦5,484,768

The Average cost for the Up-grading of One Area is:

$$\frac{5,484,768}{3} = ₦1,828,255$$

∴ For the 6 Residential Areas

₦1,828,256 x 6 = ₦10,969,536

This was the cost arrived at in 1985 before the structural Adjustment Programme and Devaluation of the Naira.

It should be noted that no costing was given by the consultants in this respect.

3.7.3 COSTINGS FOR THE DEVELOPMENT OF ROAD NETWORKS IN MAIDUGURI BETWEEN 1977-1987

The only area where the master-plan gave adequate costing for a proposal is the road networks. They were classified into three viz: primary, district and urban (access) roads.

	Type of Road	Length	Cost
(a)	Primary Roads	80.39 km.	98.44 million
(b)	District Roads	100.50 km.	46.84 "
(c)	Access Roads	154.05 km.	76.33 "
		344.94 km	₦221.61 million
(d)	6 Fly-over at Railway Crossing		6.0 million
			₦227.61 million

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			₦227.61 million

The total costs minimally required to implement the road network proposals was ₦227.61 million.

Cost of Residential Up-grading	₦10,969,536
Cost of Roads	₦227.61 million
Total Costs for the 2 Proposals	₦238,579,536

SOURCE: Maiduguri Master Plan and Field Survey, 1987.

The costings for just two proposals shows a collosal sum required for the development of those proposals within the ten-year plan, assessing this later with the revenue generation capacity of Borno State to be ₦19 million per year and a statutory allocation from the Federal Government the funding was very unrealistic.

3.8 EVALUATION OF THE MASTER-PLAN PROPOSALS BASED ON WEIHTED AVERAGE SCORE TECHNIQUE (W.A.S.T)[23]

The weighted average score technique (WAST) is a method of assessing project proposals such as those of a master plan by employing the use of relative scores. The cumulative is averaged and ranked to give the weighting of any proposals which in the end evaluates

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23. Based on Geyus, P.Y (1984) M.Sc. (URP) Thesis on: A Critical Evaluation of the Administrative Set-up for Formulation and Implementation of Physical Development Plans in the Federal Capital Territory, Department of Urban and Regional Planning, Ahmadu Bello University Zaria, Nigeria, PP. 53 - 60.

that proposal or project. Parameters or essential elements in plan formulation and implementation are identified and relative weights or scores assigned to them.

In evaluating some of the major proposals of the plan, based on the fore-going discussion, the following variables have been identified and assigned relative scores which are used to evaluate the proposals.

	Assessment Criteria	Relative Points
(a)	Adequate Field Study	1
(b)	Planning Problem Identified Relevant	2
(c)	Goals and Objectives Identified	1
(d)	Appropriate Project Identified	2
(e)	Land Require Acquired and Budgetted	1
(f)	Project Costings	1
(g)	Adequate source and Method of Funding	3
(h)	Alternative Proposals made	2
(i)	Timing of Project	1
(j)	Phasing of Project	1
		15 points

Each proposal is then scored out of 15 points. The best or excellent proposal has 15 points, very good (12 points), good (9 points), satisfactory (6 points), poor (3 points) very poor (2 points). This scoring is

based on the findings in the field and the appraisal of the planning process. It reviews the conventional procedures and processes in coming up with effective master-plan proposal for implementation.

Tables 6 and 7 below sums up the assessment of some of the key proposals of the Maiduguri Master-plan.

Table 6 shows an assessment of the residential redevelopment proposals.

The Bullabulin scores 9 points achieving a 'good' proposal. The other 5 areas attracts satisfactory assessments with 5 points. These are Zajiri, Bolori, Moduganari, Bullinkitu and Ngornari Gana.

Apart from the relative scores, the cumulative or weighted average scores is calculated to give the over all assessment of the redevelopment proposal thus:

$$\frac{9 + 6 + 5 + 5 + 5 + 5}{6} = \frac{35}{} = \underline{5.8 \text{ Points}}$$

The Average weight score is 5.8 points. This gives an overall result of a satisfactory proposal. With effective implementation strategy, the Maiduguri urban renewal proposal was adequate enough for implementation. Unfortunately non of these areas have been redeveloped.

It is also conspicuously seen that the commonest problems in these proposals are the lack of project

3.8.1 ASSESSMENT OF RESIDENTIAL REDEVELOPMENT PROPOSALS

TABLE - 6: Assessment of Residential Area Redevelopment Proposals

Evaluation Crieteria	Bullabulin Central Area	Zajiri	Bolori	Maiduganari	Bulunkutu	Ngomari Gana
1. Adequate Field Survey	1	0	0	0	0	0
2. Identification of Planning Problem	2	1	1	1	1	1
3 Goals and Objectives Defined	2	1	1	1	1	1
4. Functional Project Prescribed	2	2	1	1	1	1
5. Land Required Compensated and Budgetted	0	1	1	1	1	1
6. Project Costed	0	0	0	0	0	0
7. Source and Method of Funding Projects	0	0	0	0	0	0
8. Alternative Planning Proposals	2	1	1	1	1	1
9. Timing and Phasing of Project	0	0	0	0	0	0
Total	9	6	5	5	5	5
Points	15	15	15	15	15	15

SOURCE: Field Survey, 1988

3.9 ASSESSMENT OF DEVELOPMENT OF KEY ISSUES

Table - 7: Showing Assessment of Key Issues

Evaluation Criteria	Central Monday Market	District Markets	District Roads	Primary Roads
1. Adequate Field Survey	1	0	1	1
2. Planning Problem Identified	2	2	2	2
3. Goals and Objectives Identified	1	1	1	1
4. Project Identified Functional	2	2	2	2
5. Land Budgetted	1	1	1	0
6. Project Rating	0	0	1	1
7. Alternative Planning Proposal Made	2	0	0	0
8. Project Phased	1	0	1	1
9. Timing Project	1	0	1	1
10. Adequate Funding	2	0	0	0
Total	13	6	10	9
Points	15	15	15	15

Costings, inadequate funding and phasings. These occurs in all the areas of proposals. This suggests gross inadequacy in themethod of formulating these redevelopment proposals.

$$\text{Weighted Average Score} = \frac{13 + 6 + 10 + 9}{4}$$

$$= \frac{38}{4} = 9{,}5 \text{ Points}$$

The weighted average scores for the 4 important proposals of the master-plan records 9.5 points. This attracts an over-all assessment of a "good proposal".

The proposals for the redevelopment of the central Monday Market acores 13 points which attracts a "very good" proposal Accordingly, this proposal has been effectively implemented. The factors that led to the success of this will be examined in chapter five.

The district and primary road proposals ranks "good" in their proposal with 10 and 9 points respectively; while the district market proposals with only 6 points achieve a satisfactory proposal.

Remarkable achievement have also been recording in the implementation of the district and primary roads.

3.9 CUMMULATIVE EVALUATION OF THE MASTERPLAN PROPOSALS

To achieve this aim, major proposals of the master plan have been identified assessed and assigned relative weights.

TABLE - 8 ( ): Summary of Overall Assessment of Proposals of the master Plan

	Remarks	Relative Scores
1. Residential Area Redevelopment	Adequate, but not implemented	½
2. Monday Market	Adequate and Implemented	1
3. District Market	Adequate, but not Implemented	½
4. District Roads	Implemented	1
5. C.B.D. Action Area	Adequate but not Effectively Implemented	½
Development Proposals		
6. Layout Planning	Adequate but not Effectively Implemented	½
7. Site and Services	" " " " "	½
8. Primary Roads	" " " " "	½
9. Ring Roads	" " " " "	½
10. Integration of City - Region	" " " " "	0
11. Timing of Master Plan	Not Adequate	0
12. Funding of Master Plan	" "	¼
13. Preservation of Culture	Adequate and Implemented	1
	Total Relative Scores	6.75

To obtain the over-all assessment of the master plan document as a whole;

based on $\frac{6.75}{13} \times 100 = 51.9$ Percent $\simeq$ 52 Percent

i.e., The Master Plan is Relatively Adequate for Implementation.

The over all assessment of the master plan based on the weighted average score giving the document 52 Per cent wotthy of implementation. This suggests that if the document was accorded effective implementation measures, it deserved being implemented. It is however, important to note that, there is no any physical development plan where the evaluation of its proposals ever records a 100 per cent adeqaute. The Maiduguri Master Plan was therefore, not an exception as indicated above, The master plan therefore, implied that it contained potentialities, where with concious implementation process will tend to achieve the desired goals of the master plan.

CHAPTER FOUR

4.0 APPRAISAL OF THE EXISTING RESOURCES FOR PLAN FORMULATION AND IMPLEMENTATION IN URBAN AREAS OF BORNO STATE

The preceeding chapter has established the relative viability of the Maiduguri Master Plan for Implementation under conventional requirements for any implementation of physical development plan. Effective plan implementation is centrally determined by the input into the implementation process, i.e. the resources provision for urban plan implementation. The success or failure of urban plans largely depend on this element in the planning process.

Resources provision for urban plan implementation does not relate to the provision of financial and manpower resources only but most fundamental is the provision of suitable Institutional framework as Implementing Authority. Such a body will co-ordinate the various aspects of plan implementation by involving both public and government agencies to harness and channel their resources for effective implementation. It is therefore assumed that except this is adequately provided, implementation of plans will ultimately face problems resulting to the non-achievement of the goals and objectives of such plans irrespective of their adequacy for implementation.

This chapter will therefore appraise the adequacy or otherwise of the resources made available for the implementation of the Maiduguri Master Plan. This is aimed at identifying the major problems that have affected the implementation of the Master Plan. The appraisal will, however, be centred on the basic resources needed viz: the legal and Administrative framework for planning and plan implementation as well as financial and man power resources. The role of implementing agencies will equally be identified.

4.1 LEGAL FRAMEWORK FOR PLAN FORMULATION AND IMPLEMENTATION IN NIGERIA

Urban physical planning all over the world operates within legal frameworks. It is a profession whose activity is guided by law or regulations. The powers of its administration are therefore, derived from its legal provisions. This makes the administration and legal frameworks to be inter-dependent. The legal component of the framework is therefore very important to plan implementation process as it provides the legal backing in guiding and protecting development through the enforcement of policies.

In Maiduguri urban area, like in most other cities of Nigeria, there are three important laws for physical planning and plan implementation: The Nigerian Town and Country Planning Law (N.T.C.P.L) of 1946, the Land use Act (Decree) of 1978 and the Local Government Reform (1976)

and various State Edicts.

4.1.1 The Nigerian Town and Country Planning Law, 1946 and of Northern Nigeria (1963) Cap.130.

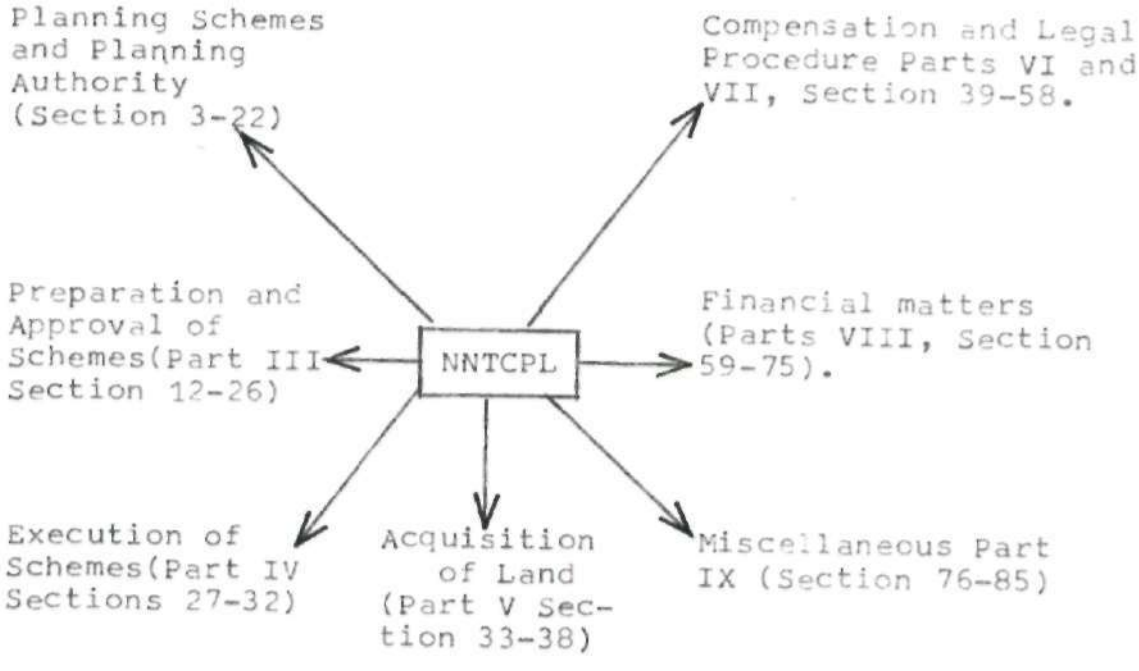
The Northern Nigerian Town and Country Planning Law (1963) Cap.130 (N.N.T.C.P.L.) is a derivative of the Nigerian Town and Country Planning Law (1946). It has been the basis for planning and plan implementation in urban and regional areas of Nigeria.

Section 3, provides for the preparation of planning schemes with respect to any land for the purpose of controlling development and use of land, to secure proper sanitary conditions, amenity and convenience, and preserve buildings or other objects of architectural, historic or artistic interest, whether in urban or rural portions of the area.

The preparation of planning scheme is very important as a means of controlling development, for it provides basis upon which planning authorities exercise control over development of any piece of land in the scheme.

FIGURE 4.1

MAIN PROVISIONS OF THE NIGERIAN TOWN AND COUNTRY PLANNING LAW



Source: Northern Nigerian Town and Country Planning Law, Cap.130 (1963).

Sections 4-9 provide for the appointment of a planning authority by the Minister (Governor) its composition, incorporation and general powers. The planning authority plays a vital role in executing planning schemes in conformity with the schemes. It is the executive authority for plan implementation. The presence or absence of it enhances or affects the success or failure of plan implementation respectively.

Declaration of a planning area is provided in Section 10(i). It allows the publishing of such

declaration to the public in government gazette and shall seize to have effect if within three years from such date no scheme in respect of the planning area has been approved.

The declaration and designation of planning area facilitates, preparation of schemes for plan implementation by the appointed authority. This provision of the law fulfils in part the declaration of Maiduguri urban area with 22 kilometre radius from the Shehu's Palace as planning area. However, a planning authority which is supposed to monitor and control development within the declared planning area was never appointed.

Section 11(i) prohibits any person from developing on declared planning areas until approved under Section 18 for the area. However, interim development orders can be allowed by the authority pending general development order.

Legal actions are to be taken against persons contravening these provisions.

Section 12 of the Law provides that upon the declaration of a planning area, the authority shall either frame for such an area or any part thereof or adopt with or without modification any scheme proposed by any or all the owners of the land within the area.

In accordance with the provision of this Section, a master plan was prepared for Maiduguri urban area to guide development up to the year 1987.

Section 13 provides for the making of a scheme in any township with respect to any land aimed to control development in the area where the scheme applies.

Section 14 provides for the owner of any land, building or interest in the scheme area to give information to the authority related to the making, enforcement or carrying out of a scheme. This is important to acquire enough information and particulars of the affected people in the area for the purpose of preparing, executing a scheme as well as payment of compensation and resettlement of the people to be displaced by the scheme.

Section 16, requires the authority to notify the public the boundaries of areas comprised in the scheme, the place or places where a copy of the scheme may be seen at reasonable hours (14 days). This brings to public notice the activities of the authority.

Section 27 empowers the authority to enforce and execute any scheme that has been approved in the area.

From the presentation of the N.N.T.C.P.L. above, it is to be noted that it provides the basis for planning and plan implementation in Nigeria including Borno State. Of much relevance to the success of plan

implementation is the provision of the law for a planning Authority to serve as the only executive body to undertake any plan implementation. Any other framework less of this is susceptible to problems in the process of implementing any plan/ schemes such as the Maiduguri Master Plan.

4.1.1 Assessment of the Town and Country Planning Law as it Affects Plan Implementation.[24]

Inspite of the comprehensive nature of the Town and Country Planning Law highlighted above, there are areas that have proved inconsistent with the theory and practice of planning. These in part affects plan implementation.

i) Misconception of the dynamics of physical planning.

The law has inadequately defined physical planning scope to be limited to physical layouts only and fails to incorporate either any policy aspect of planning that include economic, social, environmental or for any of the other usual aspects of planning - transport, sewage, water, public utilities - or for any co-ordination between the

24 Suleiman, I.D. (1988): Town and Country Planning Law: Cap.130, Laws of Northern Nigeria, 1963; A Critical Evaluation, A Paper presented to a Review Committee of the Northern Nigeria Town and Country Planning Law, (NNTCPL), Kano, Nigeria.

different branches of planning. This consequently results to plans being produced that are almost impossible to reconcile with the Law.

ii) Unclear and Authoritative Process in Plan Preparation

Although, Part III Sections 12-26 of the NTCPL provides for the procedure of plan preparation and approval of schemes, it failed to identify the necessary processes through which the scheme must pass and the level of professionals that can undertake the preparation of such plans. With this defects it has failed to oblige a Town Planner to find facts before planning; such as to visit the areas to be planned, to consult with other relevant bodies governmental or otherwise and to publish any facts found, etc.

The consequences of this present trend makes plans unacceptable not even by government organisations but far less by local governments and the public.

As will be illustrated with the implementation process of the Maiduguri Plan proposals, there exists problems of lack of site visits before preparation of schemes. This has resulted to drawing of lay-outs on unsuitable lands that have made such unimplemented.

The planners as a result of their plans not completely accepted by the planned, they have always tended to be on the defensive.

The implementation process of the Maiduguri Master Plan reveals the lack of seriousness of implementing agencies such as the Ministry of Works, Water Board and NEPA, among others in not even playing their role effectively in implementing the proposals, but that reference to the provision of the plan are not referred to in their fiscal proposals at any one time.

iii) Ambiguous Processes of Development Control

The Law has equally failed to spell out the processes that ensures effective development control. The Law does not consider the rate of developments that springs up between the period of plan initiation, preparation and implementation. It assumes, development will be controlled on individual basis until a scheme is approved. It is however, clear from Sections 12-26, that the system does not provide for a system of individual control. It rather assumes that all will follow the scheme so that self-policing is achieved, contrary to the practice.

As a result of this, plans that have been produced are usually too general. Leading to a lot of unapproved plans that serves little more than just guides to actions.

iv) Absence of Powers or Function to Deal with Urban Renewal and/or Low Cost Housing

A review of the Town and Country Planning Law also revealed that the Law is defective in adequately providing powers and functions to agencies in executing urban renewal or rehabilitation or up-grading programmes. It only provides for the relocation of "dishoused" people. There are therefore, no controls on clearance or renewal, either as to the criteria to be applied or as to the procedure to be followed, or as to the duties of rehousing to be imposed consequent upon demolishing.

It also has no provision for the more modern approach of up-grading or assisting persons to upgrade their houses and environment. It does not also provide for any assistance to owner-builders or small developers.

Urban renewal proposals of the Maiduguri plan stands unimplemented. This can be explained partly as a result of the lack of adequate legal power to effect such redevelopment proposals.

There was no power to clear the slum environment of Bulabulin housing area at the time of plan implementation despite a proposal made to that effect by the Master Plan.

These have therefore been some of the major provisions of the NNTCPL that have proved inadequate and defective with its consequent effects on effective Master Plan Implementation in particular.

4.1.2 The Land Use Act (1978) as it Affects Plan Implementation

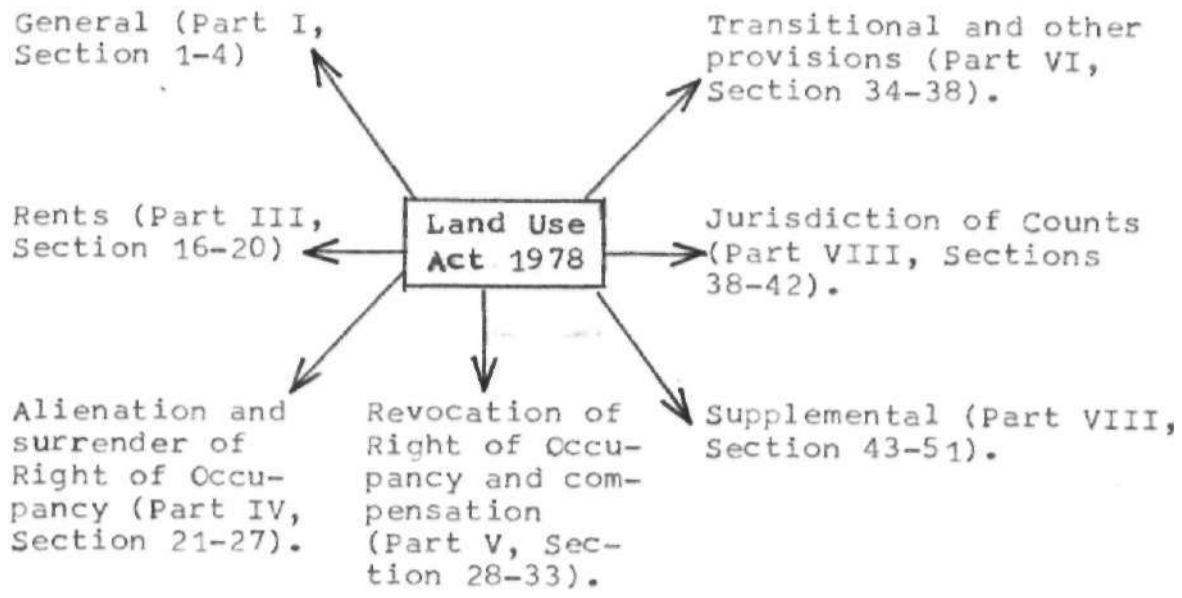
The Land use Act was promulgated by Decree No.6 of 1978. Its main objectives was to enhance the effective control, management and administration of land in Nigeria in view of identified problems that include land tenure systems and land speculations. The decree vested all lands in the hands of the Governor of each State to be held in trust and administered for the use and common benefit of Nigerians. This Act has served as a supplementary legal tool to the NTCPL for planning. Fig.4.2 highlights the main provisions of the Act.

(a) Section 1: Vesting of all Land

The vesting of all land in the State on the Governor for common benefit of all Nigerians. The advantage of this is that the Governor can establish the desired machinery that would prepare and implement planning schemes as well as ensure that developers comply with the provision of the schemes.

FIGURE 4.2

MAIN PROVISIONS OF THE LAND USE ACT



(b) Section 2 and 3

These sections confers powers on the Governor to control and manage land and its use in all urban areas in the State.

(c) Section 28

According to this section it empowers the Governor to revoke right of occupancy for over-riding public interest either statutory rights, or customary rights of occupancy.

The above extracted section's of the land use Decree of 1978 reveal the importance of the Act as supplementary tool to the legal framework for planning in Nigeria.

4.1.3 Hinderance of the Land Use Act (1978) to Urban Development

An examination of the Act reveal a number of problems as it affects planning and urban development in Nigeria.

It has been noted that with the absence of specifications as to the amount of land that any person or company can occupy for high, medium or low density residential development has encouraged only the priviledged rich to acquire quantum of land at the expense of the urban poor that needs land for housing development. Land speculation, hoarding and artificial scarcity is created in urban areas due to this lapse.

The provisions of the Act in recognition of statutory certificate of occupancies as the only legal document for land ownership, stiffles accessibility to land. This is made more cumbersome by the lack of appropriate base maps for both urban and rural areas needed to chart and process lands for the issuance of the certificates. This affects plan implementation. This process further increases the price of land as well as the total cost which ultimately consists of the price of land to the land owners and payments in respect of the certificate of occupancy.

Land allocation in Maiduguri reflects the cumbersome involvement in the process. A sample survey on time taken to process land certificate in Maiduguri confirms this inherent problem of the Land Use Act.

It has however, been noted that "inspite of the constraints of the Land use Act, the Decree made it easier for government to acquire land for development since under the Law, such actions merely meant the revocation of rights instead to previously existing situation where land owners had absolute right on the land."[25]

4.1.4 The Local Government Reform in Relation to Plan Implementation

The Local Government reform (1976) provides the legal basis for the structure and functions of Local governments as the third-tier and lowest level of government in Nigeria. The significance of this reform to plan implementation is re-inforced by the fact that plan implementation essentially occurs at the local government level.

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25 IBrahim, M.B. (1987): "State Urban Planning and Development in Nigeria," A Paper Presented on the 25th Anniversary of Ahmadu Bello University, Zaria, Nigeria.

The Reform spells out among others that the major functions of local governments includes:

i) Policy formulations on economic development;

ii) Establishment and management of motor parks, markets and public conveniences;

iii) Construction and maintenance of roads, streets, drains and other public highways, parking, open spaces etc.;

iv) Provision and maintenance of refuse disposal;

v) Assessment of privately owned houses or tenements and collection of rates and levies;

vi) Rural and semi-urban water supply;

vii) Control of traffic and parking;

viii) Regulating and controlling of building;

ix) Town and Country planning.

4.1.5 Assessment of the Reform as it affects planning and plan Implementation

From the major provisions of the local government reform, and with due consideration to the provisions of the NNTCPL, especially the functions of Planning Authorities, conflicts with the functions of the Local government Councils. For instance, the first schedule of the NNTCPL among others, makes provision for the provision and reservation of land for roads, regulating and controlling buildings and structures; providing for the reservation of lands for public or private amenities, public utility services, transport and

communication as well as miscellaneous activities.

In effect, the activities of planning Authorities, principally concerned with plan implementation are conflicting with the provisions of the Reform. These laws are also operating within their individual jurisdictions without cross reference to one another. Local Government Councils most often find their activities conflicting with the planning Authorities.

From the highlights of the three principal laws that guides planning and plan implementation in Nigeria, in as much as they appear comprehensive especially the Town and Country Planning law and the Land Use decree, their short-comings have been eminent in the narrow concept of planning, inadequate provisions (NNTCPL) conflicting roles and responsibilities (NTCPL and LGR) and cumbersome processing of land (LUD) and the lack of cross reference to each other in their various provisions. These among others inhibits plan implementation. As attempt will be made in the succeeding chapters to identifying where the problems identified with the legal framework for planning in Nigeria reveals itself in the process of implementing the Maiduguri Master Plan.

4.2 REVIEW OF THE ADMINISTRATIVE FRAMEWORK FOR FORMULATION AND PLAN IMPLEMENTATION IN URBAN AREAS OF BORNO STATE (1976 to present)

The review of the administrative framework for plan formulation and implementation of plans in Borno State is necessary in view of the role it plays in planning and plan Implementation especially the implementation of the Maiduguri Master Plan since its preparation.

The planning machinery that has existed since 1976 when the Master Plan was adopted for implementation has played a very significant role in the success or failures of the Implementation of the Maiduguri Master Plan.

4.2.1 Agencies for Planning and Plan Implementation in Borno State since 1976

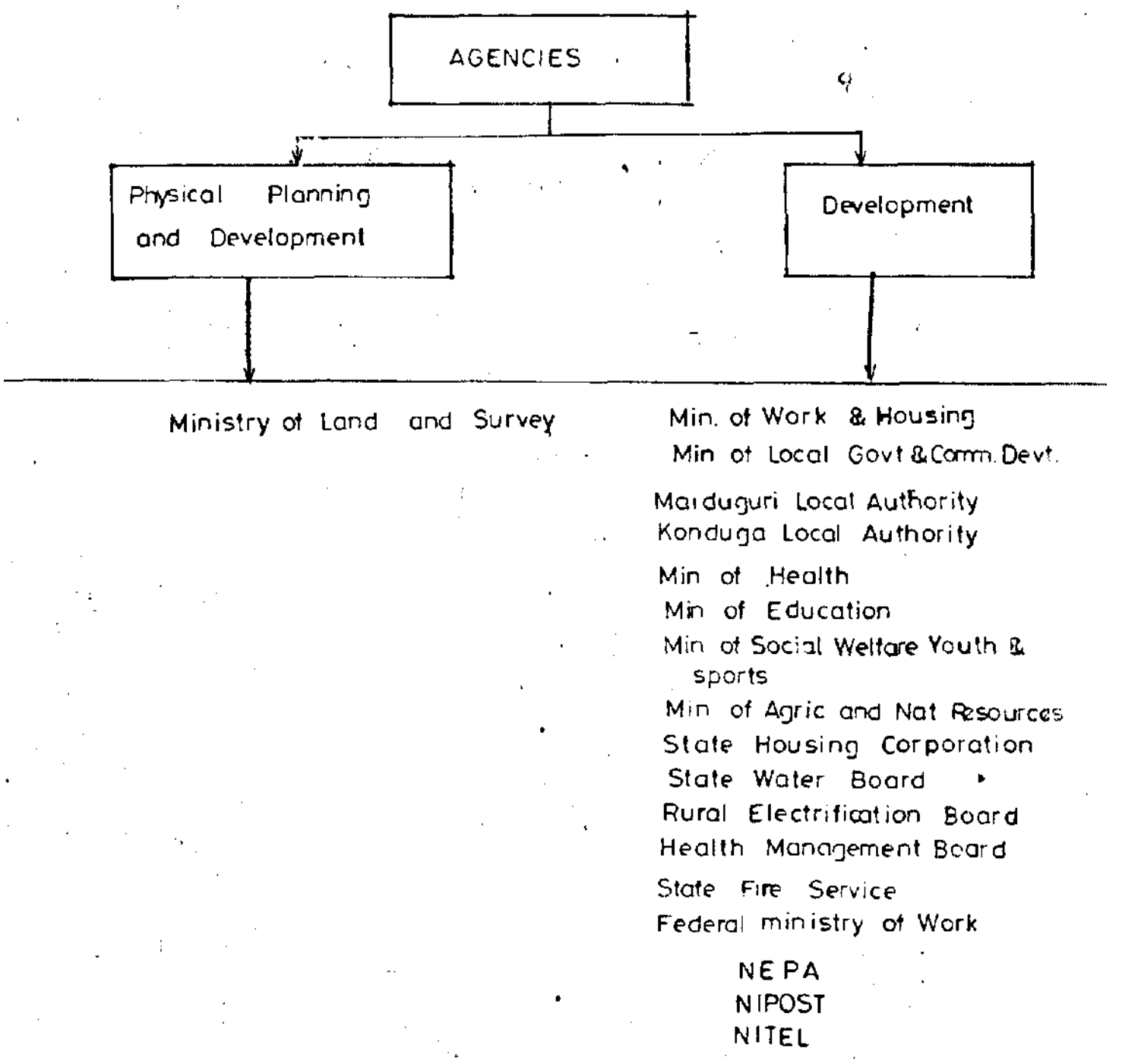
The agencies that have been responsible for physical planning and development within the plan period (1977 to 1987) are shown in Figures 4.3 and 4.4. The agency for planning and plan implementation has been the Ministry of Lands and Surveys. A planning Authority as-provided by the planning law has never been established to take charge of paln Implementation in the urban areas of the state; nor for the capital Development of Maiduguri with the proper implementation of the Master plan.

FIG 4.3 ADMINISTRATIVE FRAMEWORK FOR PHYSICAL PLANNING AND DEVELOPMENT IN BC
(1976 - 1988)

Source Field Survey 1988

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FIG 4.4 BROAD CLASSIFICATION OF PLANNING AND DEVELOPMENT AGENCIES IN MAIDUGURI



Source Field Survey 1988

Mshelia J.B.
M.SC.(URP)THESIS
A.B.U. ZARIA
1990

At the plan preparation period (1973-1976) the present Ministry of Land and Survey was a department in the then Ministry for Local Government, and Social Development. It was later merged with the Works Ministry, before it finally evolved as a full Ministry of Land and Survey.

4.2.2 The Roles and Functions of the Planning Agency: Ministry of Lands and Survey in Plan Formulation and Implementation

The Ministry of Lands and Survey has been charged with the responsibility for physical planning and development of urban areas in the State including Maiduguri in addition to other related agencies.

4.2.3 Organisational Structure of the Ministry of Lands and Survey

The Ministry is made up of four departments which include Town Planning, Surveys, Land Administration and Finance Departments (See Figure 4.5).

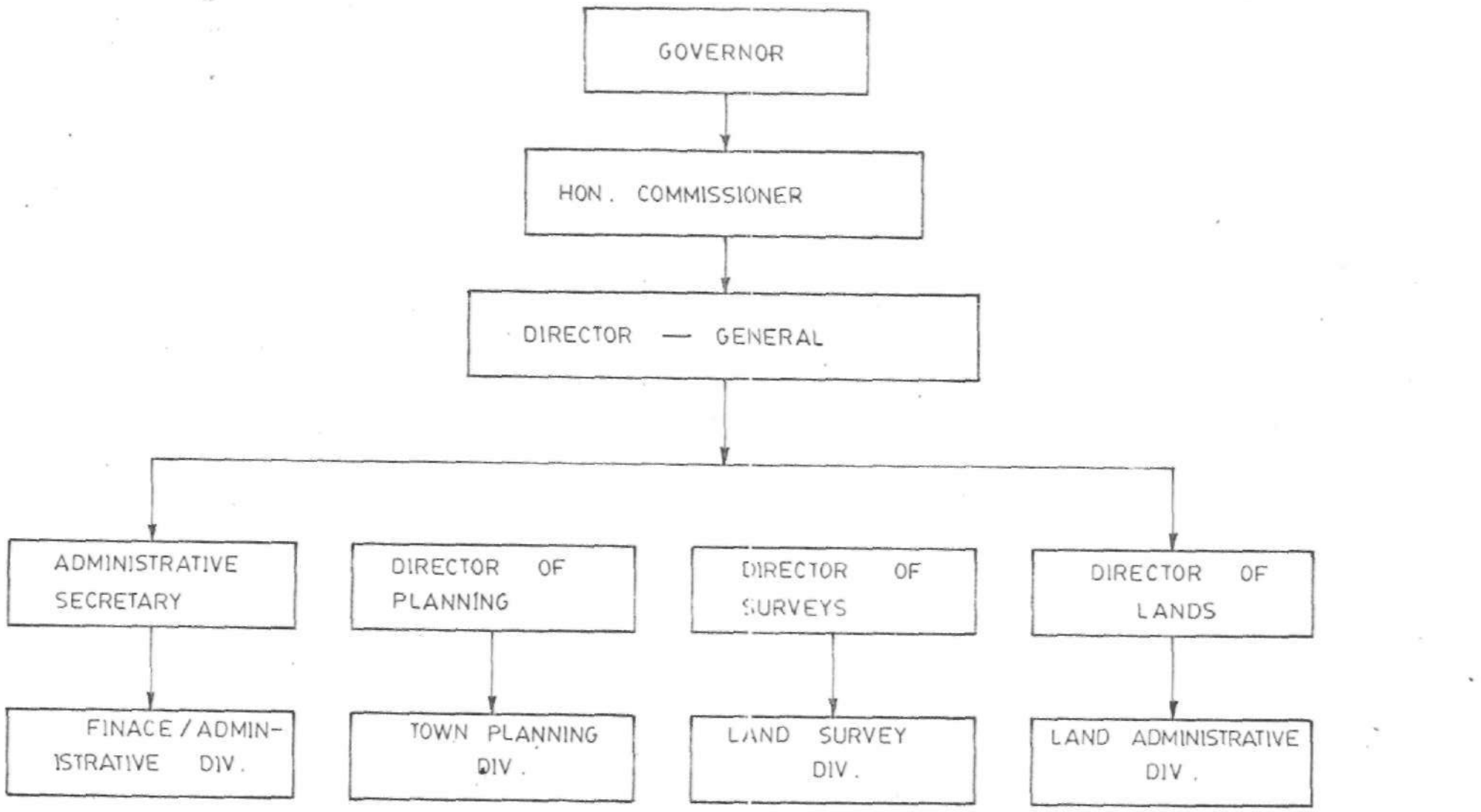
The Ministry performs the following roles and activities through its various departments:

Formulation of policies with regard to the use of Land throughout the State.

Formulation of policies with regard to Urban and Regional Development.

Implementation of the Maiduguri Master Plan.

FIG 4.5 EXISTING ADMINISTRATIVE SET – UP FOR PLAN FORMULATION AND IMPLEMENTATION IN BORNO STATE .



SOURCE : FIELD SURVEY, 1988 .

MSHELIA J. B
MSc. (URP) THESIS,
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ZARIA.

4.2.4 Functions of the Departments.

Each of the four departments perform a set of functions that directly or indirectly influences the implementation of the Maiduguri Master Plan.

i) Town Planning Department

The town Planning Department performs a number of functions:

(a) Formulation of policies with regard to urban and regional planning and development of the State.

(b) Preparation of physical development plans such as Master Plans, land use plans and layouts for residential, commercial and industrial uses.

(c) Preparation of resettlement layouts.

(d) Development control - controls illegal developments in the urban areas, demolition of illegal structures and enforcement of development control regulations.

(e) Provision of technical services to the Local Government Authorities relative to design of layouts and professional advice.

(f) Processing of applications for conversion of customary certificates of occupancy to statutory; and planning recommendations for plot/land allocation on Government layouts.

(g) Approval of planning schemes.

(h) Data collection for up-dating and up-grading schemes.

(i) Charting of applicant proposal on proposed schemes and township plans.

(j) Site inspection for building plans approval.

(k) Street naming and house numbering.

ii) Land Administration Department

(a) Land acquisition and compensations.

(b) Issuance of certificate of occupancy.

(c) Conversion of customary right of occupancy to statutory right of occupancy.

(d) Plot allocation.

(e) Site inspection and issuance of notices for verification of land ownership.

(f) Approval of consent of Mortgages etc.

iii) Survey Department

Surveying of all government projects;

Surveying and demarcation of plots;

Photogrammetry survey, etc.

iv) Administration and Accounts Department

(a) Formulation of development policies, in respect of development programmes of the Ministry;

(b) General administration - this include establishment matters, such as recruitment, promotion/discipline as well as staff welfare, The department also co-ordinates development activities of other departments of the authority.

(c) Liaison with other Government Agencies, Parastatals, States, etc. It also liaise with other Government Ministries and Agencies and private organisation so as to co-ordinate their activities.

(d) Contracting of preparation of Master Plans to consultants and contractors.

(e) The Accounts department prepares the Ministries Budget.

(f) Gives financial advise to various departments.

(g) Revenue collection - the collection of taxes and other levies.

(h) Preparation of all forms of payments and keeping of records of all payments.

The Ministry of Lands and Survey as the State planning agency administer physical planning in declared urban areas of the State or where planning schemes have been framed. It thus, perform the provision of the Nigerian Town and Country Planning Law.

The relevance and adequacy of this agency in planning and implementation of plans in the State shall be assessed accordingly. It is however, relevant to examine the structural set up of the Town Planning Department which is directly responsible for plan formulation and implementation.

4.2.5 Structural Organisation of Town Planning Division

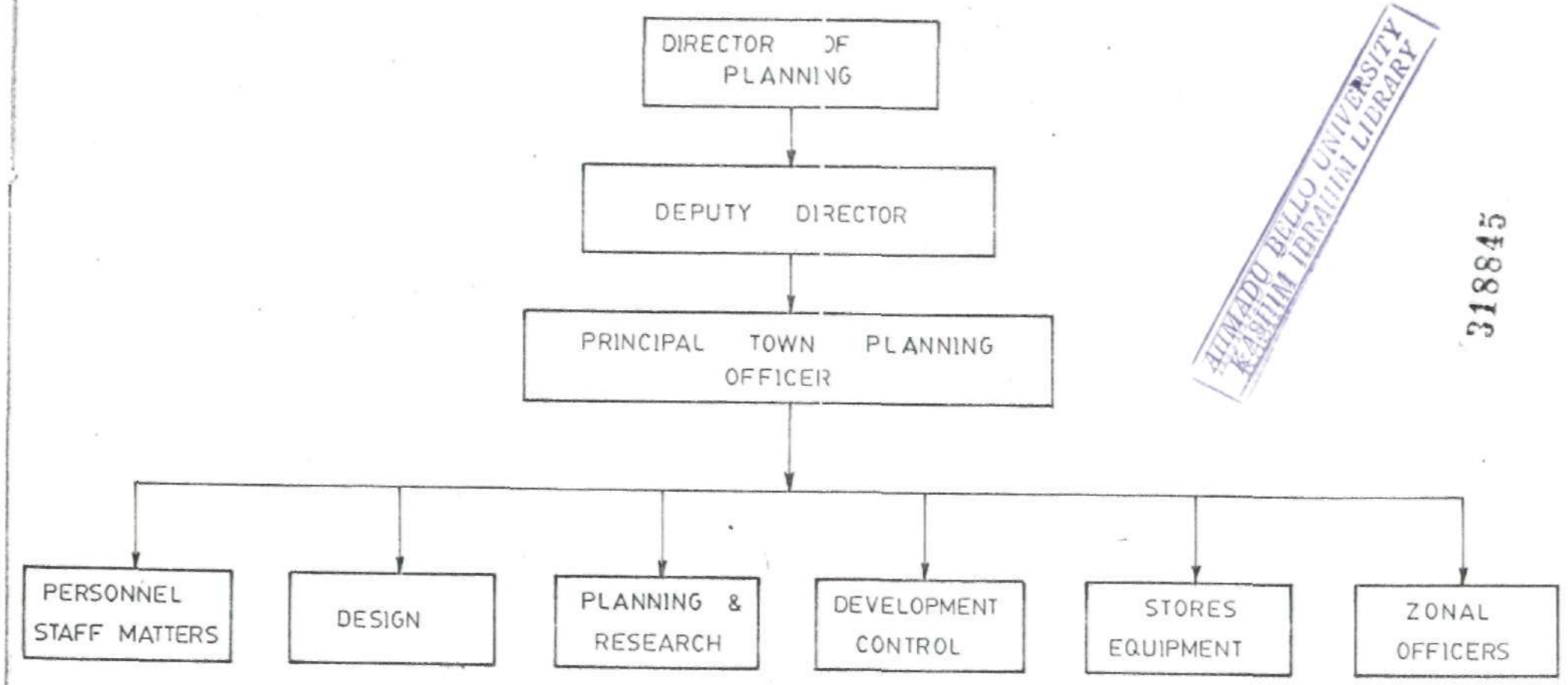
This department is responsible for planning and plan implementation in the Ministry and the State at large. Its functions have been spelt out above. These functions are categorized into broad units within the department. These include planning and research, development control, design and management of zonal town planning offices. It also takes care of the personnel matters of the department. Fig. 4.6 shows the structure of the Town Planning Division.

4.3 ASSESSMENT OF THE EXISTING ADMINISTRATIVE FRAMEWORK FOR PLAN FORMULATION AND IMPLEMENTATION IN BORNO STATE

The assessment of the existing administrative framework for physical planning in Borno State covers the legal, and administrative resources required for implementing the Maiduguri Master Plan.

FIG. 4.6 EXISTING STRUCTURE OF THE TOWN PLANNING DEPT.

4.6



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318845

SOURCE : FIELD SURVEY , 1988.

MSHELIA J. B.
Msc (URP) THESIS, 1990
ABU, ZARIA.

4.3.1 Legislative Provisions

The provisions of the Northern Nigeria Town and Country Planning Law (N.N.T.C.P.L.) Cap.130 provides for the replanning, improvement and development of different parts of Northern Nigeria. This law has been adopted by all the 11 Northern States with no amendment to the law in any of the States.

The law provides for the setting up of a Planning Authority by a Governor in such areas where a planning scheme has been made in declared areas.

Although the Northern Nigeria Town and Country Planning Law (N.N.T.C.P.L.) did not define specifically the nature and scope of a scheme, as to whether it refers to a layout or a Master plan, the Maiduguri Master plan has legally been adopted as a planning scheme and requires a Planning Authority for its implementation.

(i) Functions and Powers of a Planning Authority in Plan Implementation

The authority shall be a corporate body, (Section 7.2) engage or employ staff (Section 9(3), accepts and rates, money/property to constitute part of funds of the Authority (Section 59). It shall regulate, control and manage its own finances (Section 60) and may also borrow after government approval, accept debentures and enter into Mortgages (Section 73).

(ii) The Ministry of Lands and Survey Vis-a-Vis Power of a Planning Authority

The organizational set up of the Ministry responsible for planning and implementation of the Maiduguri Master Plan is defective, inappropriate and inadequate as per the provision of the Northern Nigeria Town and Country Planning Law, Cap.130.

It is a ministerial set up handicapped by bureaucratic procedures. It's activities are sanctioned, it cannot control and manage its finances, it does not have power to go into Mortgages and debentures. It does not have a fund of its own other than the central government treasury controlled by the Ministry of Finance and Economic Planning.

From the point of view of the law, the Ministry of Land and Survey did not meet the legal provision of a planning framework needed to implement a framed scheme such as that of the Maiduguri Master Plan. This situation apparently limits its effective role in the process of planning and implementing the Maiduguri Plan.

Except a planning authority is appointed, it cannot implement the provisions of the Northern Nigerian Town and Country Planning Law. A failure in implementing the Maiduguri Master Plan is envisaged right from the inadequate and defective nature of the framework for implementing the Master Plan.

4.3.2 The Role of the Planning Agency in Preparation of the Maiduguri Master Plan

The Maiduguri Master plan as mentioned earlier was prepared by Max Lock Group of Nigeria Limited, a foreign Consultant. The agency did not take part in the preparation of the Maiduguri Master Plan. This was not likely to be a favourable situation for the effective implementation of the Master plan since the agency did not take part in its preparation.

4.3.3 Long Time Gap between Plan Initiation, Preparation and Implementation of the Plan

The Consultants were commissioned in 1972 and prepared the plan between 1973 to 1976. A 4-year gap between plan preparation and implementation was not healthy for effective implementation since naturally, development was not expected to remain static during the preparation period.

The absence of the planning authority, the non-inclusion of the planning agency in the plan preparation as well as the long gap in time taken to prepare the plan would all affect the process of implementing the plan.

4.3.4 Adequacy of Financial Provisions for Urban Development in Borno State

During the Fourth National Development Plan (1981-1985).

Financial provisions for urban development in the State exists for part of the Second half of the Maiduguri plan period (1981-1985). This equally falls within the Fourth National Development Plan for the State. The assessment of the financial provisions for physical urban development including implementing the proposals of the Master Plan provides an over-view of the problem of funding physical development plans in the State generally.

i) Source of Revenue of the State[26]

The main source of revenue of Borno State just like any other State in the Federation is derived from the statutory allocation from federally collected revenue and internally generated revenue of the State.

During the Fourth National Plan Period (1981-1985) the statutory allocation of federally collected revenue was ₦1,580.543 million while internally generated revenue was ₦86.657 million. Thus, the total revenue for the Fourth Plan Period of the State was ₦1,667.114 million.

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26 Borno State Fourth National Development Plan Period (1981-1985), p.14-15.

ii) Financial Resources for Recurrent and Capital Expenditure

A total sum of ₦133.4 million was on account of statutory appropriations of State Revenue for Local Governments. Therefore, the financial resources available to meet Recurrent Capital Expenditures of the State was ₦1,533.7 million.

Recurrent Expenditure during the Fourth Plan Period was ₦572.7 million, thus, leaving a budgetary surplus of ₦961.0 million for capital projects(physical developments) of the State.

As against this, Borno State Government approved ₦1,360 million, giving a budgetary deficit of ₦399 million which the State Government had to raise to fulfill her Fourth Plan Expenditure.

From this review, it is apparent that gross financial deficiency generally exists in the State for physical developments.

A relatively very poor internally generated revenue prevails with only about ₦87 million over the five years or ₦17.4 million annually. This is not healthy for effective execution of capital projects like the Maiduguri Master Plan in addition to many other plans that exists for implementation in the State.

The ₦961 million available for capital projects out of the total of ₦1,360 million represents a deficit of thirty per cent (30 per cent). This would have affected implementation of urban development programmes. Adequate provisions were not made to upset that deficit.

iii) Funding of Urban Development and Related Sectors in the Fourth Plan Period (1981 to 1985)[27]

The State's Fourth Plan recognized the role of planned urban areas in achieving National Development objectives. The major areas of urban development during the plan as shown in table 9 shows a sector for Town and Country Planning which included preparation of comprehensive Master plans and revision of existing ones including that of Maiduguri. Others were preparation of layout plans with services for residential, industrial and commercial purposes. The plan also provided for development of township roads, within the overall framework of Master plan.

To undertake these and other relevant Town and Country Planning activities in the State, an allocation of ₦118.60 million was allocated to

27 Gali, C.D. (1985): "Financing Urban Development in Borno State," Paper presented at a course on the Administration of Urban Development, University of Maiduguri, Borno State, Nigeria.

TABLE 9

FUNDING OF URBAN DEVELOPMENT AND RELATED SECTORS IN THE FOURTH PLAN (N Million)

Serial Number	Particulars	Plan Allocation 1981-1985	Actual Expenditure	Surplus or Deficit
1	Town and Country Planning	118.60	14.41	Deficit
2	Sewerage and Drainage	12. 80	1.78	"
3	Water Supply	150.00	25.93	"
	(a) Urban Water Supply		(17.44)	"
	(b) Rural Water Supply		(8.49)	"
4	Housing (including Government Quarters of all category)	88.12	22.69	"
5	Transport	200.00	100.68	"
	(a) Urban Roads	(6.00)	(6.73)	"
	(b) Other Roads	(194.00)	(93.95)	"
6	Community Development (Monday Market)	13.60	11.55	"
7	Health	97.00	22.35	"
8	Others	60.20	60.20	"
	Total	₦940.32	₦387.20	

Source: Gali, C.D. (1985)

Town and Country Planning. Actual Expenditure achieved against the plan allocation was ₦14.41 million over the five years.

Sewerage and drainage received a plan allocation of ₦12.80 million and achieved only ₦1.78 million.

Water supply had an actual expenditure of ₦25.93 million out of a plan allocation of ₦150.00 million. This covered both urban and rural water supply.

Housing received a total allocation of ₦88.12 million with actual expenditure of ₦22.69 million only.

Similarly, ₦100.68 million was the actual amount spent on roads as against ₦200.00 million. Out of the ₦100.68 million, only about ₦6.73 million only was spent on urban roads.

From the above table, it is seen that there has been generally considerable shortfalls in actual expenditure as compared to budgetary allocations.

The Town and Country Planning sector was not an exception and this must have certainly had negative effects on the successful implementation of urban master plans like the Maiduguri plan. Since its funding like others is absolutely dependent on government.

4.3.5 Relating Financial Resources of the State to the Urban Physical Development Proposals of the Maiduguri Master Plan

Although the overall costings of all the proposals of the Maiduguri Master plan was not available, the costings of some of the proposals of the plan as revealed in Chapter Three (3.48) provides an insight into the demand for financial resources to effectively implement the Master Plan.

- The costings for urban renewal programmes in Maiduguri attracted about ₦11 million.
- Costing for Roads = ₦228 million

Total for the two proposals = 228
11
₦239 million

These two costings only gives an insight into the demand for the effective implementation of the plan. interms of costs.

Compared to Resource Generation of the State

It was noted that the State resource generation between 1981 to 1985 was only ₦87 million or about ₦17 million per year. This implies that the internally generated revenue of the State, as against the financial demand for roads and urban renewal programmes of the plan alone would not have been adequate to execute the proposals.

It is to be noted as well that the ₦17 million revenue generation was for the whole State and not for Maiduguri urban area alone. This indicates the magnitude of the problem of funding the proposals of the plan.

Comparing Actual Expenditure as Urban Development in the State to the Costed Roads and Urban Renewal Programmes

Table 9, shown above, shows that between 1981 to 1985, only a total of ₦3.87 million went into urban development for the whole State. Even if this amount was devoted to the implementation of the proposals of the Maiduguri Master Plan alone, it shows that this was only adequate for the implementation of the roads and urban renewal programmes alone.

4.3.6 An Illustration of the Financial Resources of the Ministry of Land and Survey for Effective Plan Implementation in the State

Table 10, above shows a poor revenue generation capacity when compared to its recurrent expenditure. Only about 30 per cent of the recurrent expenditure can be taken care of by the revenue generated from the Ministry.

It therefore, implies that the planning agency is perpetually tied down to the State Government. Funds for even its recurrent expenditure let alone its physical development or capital projects.

TABLE 10

REVENUE GENERATION CAPACITY OF THE PLANNING AGENCY

Year	Revenue Generated	Recurrent Expenditure	Capital Expenditure
1986	₦1,096,895.26(M)	₦1,806,495.00(M)	
1987	1,340,172.00(M)	2,443,445.00(M)	₦118.60 million (1981 to 1985)
1988	286,661.20(M)	2,869,575.00(M)	
Total	₦2,723,731.46(M)	₦7,119,515.00(M)	

Source: Ministry of Land and Survey

This seriously affects the effectiveness of the agency in performing its roles and responsibilities for any meaningful planning for the whole State and implementing the Maiduguri Master Plan in particular. This must have had serious repercussions on the effective implementation of the Maiduguri Master Plan.

4.4 ASSESSMENT OF MAN POWER AND EQUIPMENT

4.4.1 Man Power Assessment

For any effective planning and implementation of plans, there must be adequate professional planners. It was noted earlier that in Nigeria, most planning agencies lack professional planners to handle the enormous challenges of physical plan implementation.

In Borno State, the Town Planning Division which is solely responsible for planning and plan implementation provides the man power required for physical planning and development. An assessment of the staff strength in relation to effective demand of same based on the population of Maiduguri as projected by the Master Plan over the plan period highlights the adequacy or otherwise of the man power available for effective implementation of the Master plan.

The effective demand of professional planners for Maiduguri is calculated based on "... an average of one

professional planner to 25,000 urban population in developing countries"[28] including Nigeria. It is therefore, shown from the table 11 below that for effective planning and implementation of the Maiduguri Master plan, there was the requirement of 10 to 26 planners during the plan period (1977 to 1987). Unfortunately, there has been a gross deficit throughout the plan period. There was a deficit of 8 planners at the beginning of plan and 16 at the end of the plan.

It is to be noted that though the professional planners available has been for the State, they have all been confined to the Maiduguri urban area.

This deficit in man power suggests the inadequacy of the planning agency in relation to the man power requirement to implement master plan effectively.

4.4.2 Equipment

The major activities entailed in the implementation of the Maiduguri Master plan included road constructions and improvements, urban up-grading schemes provision of access roads in new layouts as well as enforcing development control that requires demolition of structures where necessary. This suggests the need for hard ware from planning equipment such as, grading machines, rollers,

28 Agaba J.O. (1980): (Op.Cit.), P.39.

TABLE 14

PROFESSIONAL MAN POWER ASSESSMENT FOR PLAN IMPLEMENTATION IN MAIDUGURI

Year	Master plan's Population Projection	Number of Planners Required	Number Available for the State	Deficit
1973	170,000	9	1	8
1977	248,897	10	2	8
1980	331,282	13	3	10
1985	533,532	21	6	15
1987	645,573	26	10	16

Source: Field Survey, 1988

caterpillars, tar sprayers, etc. At no point was any of these available within the Ministry of Lands and Survey; rather they had to be applied for; from the appropriate development agency such as the Ministry of Works and Water Board. This has most often met with bureaucratic delays which affected the efficiency of the planning agency.

4.5 THE ROLES OF DEVELOPMENT AGENCIES IN THE PHYSICAL DEVELOPMENT OF MAIDUGURI

The physical development of the State including Maiduguri has been a function of multiplicity of agencies. There are 18 agencies identified, further classified into physical planning and development (i.e. the Ministry of Lands and Survey) and 17 development agencies (Figure 4.4). Their roles and functions that directly influences implementation of the Maiduguri plan are highlighted below:

i) Ministry of Works and Housing

Designing and construction of all government projects, e.g. Township Roads, and drainages, street electrification, housing and office accommodation.

ii) Water Board

Provision of urban water supply to meet the requirements of the general public, agriculture, trade and industry.

To adopt with or without modifications such master plans provisions for development.

To construct, reconstruct, maintain and operate water works.

iii) National Electricity Power Authority(NEPA)

It performs the following set of functions:
Provision of electricity to general public in urban areas.

Preparation of schemes for power distribution.

Laying out of underground and overhead electric poles.

iv) Nigerian Telecommunication Limited (NITEL)

Provision of telex and telephone services.

Preparation of schemes for telephone services.

Laying out of under and overhead telephone cables.

v) Rural Electrification Board (R.E.B)

Provides electricity supply in rural areas and supplements National Electricity Power Authority (NEPA) in Maiduguri where necessary, e.g. Electricity supply in B.C.T.P., 106.

vi) Federal Ministry of Works and Housing

- Undertakes development and construction of all federal housing estates and offices.

- Provide, maintain, infrastructural facilities in the estates such as electrical, water, roads and drainages.
- Construction and maintenance of Federal roads.

vii) Environmental Sanitation Board

- Enforcement of environmental edicts.
- Refuse collection and disposal.

viii) Housing Corporation

Designing, development and maintenance of high and low cost housing in the State.

Provision and maintenance of roads, drains and sewers within the housing estates owned by the Corporation.

ix) Ministry of Local Government

Co-ordinates the activities of all Local Government Councils in the State.

x) Local Government Authorities of Maiduguri and Konduga

The Local Government Authorities as the third level of government in Nigeria carry out some planning and development functions either as exclusive or concurrent with State Government.

Maiduguri urban area is jointly administered by Konduga and Maiduguri Metropolitan Council.

They undertake the following activities:

- preparation of high density layouts and plot allocation;
- approval of building plans;
- provision of local roads;
- provision of primary schools and adult education classes;
- provision of sanitary services.

xi) Ministry of Agriculture, Animal and Natural Resources

Afforestation and development of zoological gardens e.g. Kyarimi, Park and recreational facilities of Abbaganaram, Bulabulin etc. Development of agricultural, forest and grazing lands.

xii) Ministry of Finance and Economic Planning

- Allocation of fund for the execution of projects including proposals and activities of the planning agency.

xiii) Ministry of Information and Culture

Dissimination of information to the general public to promote public participation. Preservation of historical monuments.

xiv) Ministry of Education

Establishment of primary (capital), secondary and higher education.

xv) Ministry of Social, Welfare and Sports

Provision of sporting facilities like stadia, play ground, etc.

Mobilization of youth for community development.

xvi) State Health Management Board

Implementation of health policies and management of urban clinics and hospitals.

xvii) Ministry of Commerce and Industry

Provision of commercial and industrial facilities and services including servicing of industrial layouts.

From the review of the planning and development agencies above, it revealed that the physical planning and development of urban areas in Borno State and Maiduguri in particular is a function of multiplicity of agencies. Those agencies have specific roles and functional relationships. They directly have roles to play in the physical development of Maiduguri urban area (See figure 4.7).

INFERENCES

From the review of the administrative framework for physical development planning in Maiduguri the following inferences have been drawn:

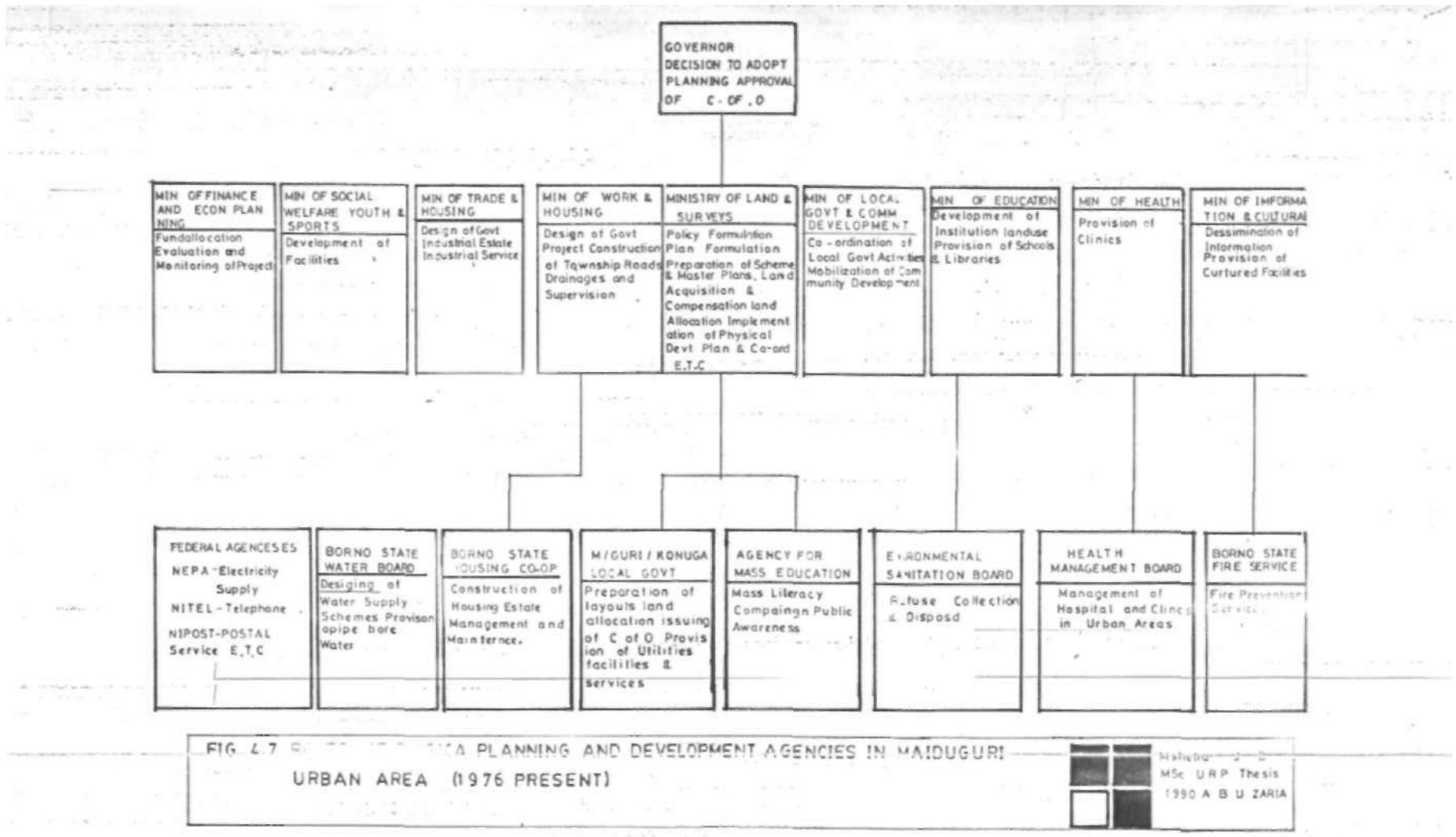


FIG 4.7 S[illegible]A PLANNING AND DEVELOPMENT AGENCIES IN MAIDUGURI URBAN AREA (1976 PRESENT)

source adapted from Suleman (1987)

i) Physical development planning is undertaken at Federal, State and Local Government levels with multiplicity of planning and development agencies.

ii) The Nigeria Town and Country Planning Law which provides the legal basis for planning is comprehensive and adequate in legislative provisions for planning but it is limited in scope, conception of planning and not dynamic to tackle with the theory and practice of planning and socio-economic changes in Nigeria.

iii) In Borno State, the legal framework for planning is the Northern Nigeria Town and Country Planning Law, Cap.130 and it has the same limitations identified with the Nigeria Town and Country Planning Law regards planning and plan implementation.

iv) Since colonial times, no planning authority have existed for planning and plan implementation in Maiduguri and the State at large.

v) The Ministry of Lands and Survey which performs the functions of a planning authority is defective in terms of its structural organization and composition, its appropriateness, financial resources, handicapped in resource generation, control and management of its finances for plan implementation. It is also grossly inadequate in terms of man power and equipment for effective plan implementation.

vi) Numerous development agencies exists that performs roles similar or same with the planning agency which often resulting to conflicting roles, functions and activities and area of jurisdiction.

vii) This duplicates function, wastes resources and leads to confusion and lack of co-operation between planning and development agencies.

viii) No effective system of co-ordinating the activities of the development agencies within the planning agency.

ix) From the concept of planning and implementation process, the input stage for the implementation of the Maiduguri Master Plan is grossly inadequate, inappropriate and deficient for effective implementation of the Maiduguri Master Plan.

CHAPTER FIVE

5.0 APPRAISAL OF THE IMPLEMENTATION OF SOME OF THE MAJOR PROPOSALS OF THE MAIDUGURI PLAN:

The study has established that the Maiduguri masterplan had potentials of a physical development plan that would have been successfully implemented under a suitable administrative framework or planning machinery in addition to the necessary in-puts. This is to say, the main goals and objectives of the master-plan would have been achieved.

The study has also shown that the overall development of Maiduguri has never been the responsibility of a single constituted planning Authority as prescribed by both the Nigerian Town & Country Planning Law or as recognized by the consultants that prepared the masterplan. The structure of the existing planning Agency, Ministry of Land & Survey, has been grossly inadequate as a result of problems emanating from its bureaucratic set-up. It has therefore faced problems of inadequate or lack of finance, dearth of professional manpower and technical equipments to successfully implement the masterplan.

It is therefore the aim of this chapter to further assess the performance of the planning agency and to identify some specific problems of implementation. To achieve this aim, the process of implementing two key proposals of the plan are examined:

(i) The city centre District plan;

(ii) Implementation of site and service scheme;

The selection of these proposals is based on the significant role they play in the growth and development of Maiduguri as identified by the Master-plan. They tend to expose some specific problems of the implementing Authority during and after the plan period.

5.1 OUTLINE OF PROCEDURES AND MEASURES FOR THE APPRAISAL OF IMPLEMENTATION OF THE PROPOSALS.

For any assessment of the performance of a planning Authority or agency, there are basic criteria adopted based on the theory and practice of planning in Nigeria. It is therefore essential to provide an outline of procedures and measures for the assessment of the implementation of the key proposals. The measures for the assessment is derived from the planning process that implementation should not be seen as an "accidental" or random set of activities but sequence of steps. These steps have however no hard rule as to their proper sequencing and relative weights. They provide checklists of simple guidelines of procedures for implementing a plan.

Checklists of Procedures for the assessment of the Implementation of a plan proposal

Procedures for Plan Implementation	Expected Implementation Measures to Ensure Effective Implementation
1. Preliminary recognition of defined problem	1. Assess "planning-implementation gap" 2. External constraints in the development process
2. Goal set out to be achieved	Ensure achieving Apsirations of the planned
3. Definition of schemes	Identify specific scheme to tackle identified problem to achieve desired goals.
4. Administrative frame-work	- Implementation rests with the authority
IN-puts for Plan	- Nature of Agency - legally constituted? - Necessity for a planning Authority. - Private sector development company non-existent or inexperienced. - Appropriate institution too must be set-up

Procedures for Plan Implementation	Expected Implementation Measures to Ensure Effective Implementation
5. Assessment of implementation resources	1. Legal backing 2. Professional man-power 3. Financial adequacy 4. Land resources 5. Political backing
6. Land Acquisition and Compensation	Acquisition and compensation before initiation of scheme/ project.
7. Preparation of detailed schemes	- Action Area Plans - Subject Plans - Lay-outs, before beaconing and surveying - Land allocation where applicable
8. Phasing, programming and budgetting	- Detailed projects prioritized. - phased over time. . - programmed and budgetted for.

Procedures for Plan Implementation	Expected Implementation Measures to Ensure Effective Implementation
9. Role casting	- Identification of relevant implementing agencies by planning authority. - Assignment of roles and responsibilities.
10. Formation of consultation Committee within the Planning Authority to promote Public Participation	- Co-ordinating of activities of development agencies to dispense their roles and responsibilities effectively. - Ensure commitment to implementation. - Harmonizes agencies interests. - Cut out wastes to achieve more effective output. - Co-ordinating purpose policies.
	DIRECT MEASURES
11. Enforcement of decisions through execution of project by planned interventions (i) INDIRECT MEASURES	1. Fiscal Measures (a) Government raises revenue for its everyday work, e.g., income, taxation, development levies, etc. (b) Tax vacant land to stimulate development.

Procedures for Plan Implementation	Expected Implementation Measures to Ensure Effective Implementation
ii. Direct Intervention of Agency in Plan Implementation	(a) Negative Control Measures - Enforcing the legal requirements through planning permissions. - Powers of refusals. (b) Positive Form of Control Over Development - Relates to intervention in location, shape, intensity of physical development or activity. - Secure better development or redevelopment. - Direct physical development by Authority of Public Goods not provided by the Private sector, e.g., utilities, transportation, communications, social facilities, shops, offices, theatres, etc. - New forms, etc. - Redevelopment and Regeneration of service - Political and level background
	Regulation Zoning
12. Monitoring and Review	- Monitoring of selected developments and planning process. - To assess successes and failures.

Procedures for Plan Implementation	Expected Implementation Measures to Ensure Effective Implementation
	- Assess assumptions, predictions, facts, values, etc. - Ascertain needs for adjustments. - Improves the knowledge of the theory and practice of planning.

5.2 APPRAISAL OF THE IMPLEMENTATION OF THE CITY CENTRE DISTRICT PLAN

The city centre district plan is composed of the following as shown in figure 3.6.

i. The Monday Market Action Area.

ii. Bulabulin Residential Action Area.

iii. Commercial Action Area.

iv. Durbar Ground (Murtala Square).

v. South Central Action Area.

vi. Dandal Way Street Policy Plan.

viii. Open Space Policy Plan.

5.2.1 ASSESSMENT OF THE IMPLEMENTATION OF THE MONDAY MARKET ACTION AREA

The Monday market, was a regional market, where commercial activities thrived. It was not properly developed and faced problems of surface water drainage, waste disposal, cleaning, storage, service access and under-development with consequent under-utilization of its potentials. It was recommended for gradual re-development. The proposal was one of the most successful implemented projects of the plan; therefore, its appraisal is aimed at highlighting the factors that have influenced its implementation. The variables used for the assessment is based on the variables provided above.

A planning Authority for the implementation of the city centre as recommended by the master-plan was never created throughout the plan period and this has affected the implementation of the Monday market re-development proposal. It's implementation was undertaken by the then Ministry for Local Government and Community Development in conjunction with the Maiduguri Metropolitan Council with professional and technical services offered by the Ministry of Works and Housing and Ministry of Land and Survey.

A detailed scheme was prepared by another foreign consultant,, Dar-Al-Handasah in 1977. The action plan prepared costed the Borno State Government ₦610,908:10[29].

Although the Master-plan did not identify the source and method of funding the city centre district plan, the Monday market re-development was adequately financed jointly by the State Government and a Commercial Bank. The project, completed in 1985 costed ₦12 million Naira only.

The project was adequately budgeted for during the Fourth Development Plan of the State (1981 to 1985); though it was initiated in 1977.

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29. Dar-Al-Handasah, (1977): Monday Market Planning Report.

The implementation of the Monday Market proposal has resulted into a well developed market with over 7,000 stalls and a minimum resource generation capacity of ₦1,119,600 per annum as at the time of study.

The market is properly serviced with water supply, electricity, circular networks and other social facilities and services including Banks, Police Post, judicial services, mosques and administrative building among others.

5.2.2 PROBLEMS IDENTIFIED WITH THE IMPLEMENTATION OF THE MONDAY MARKET

Inspite of the relative success in the implementation of the market-redevelopment proposal, some problems have been identified:

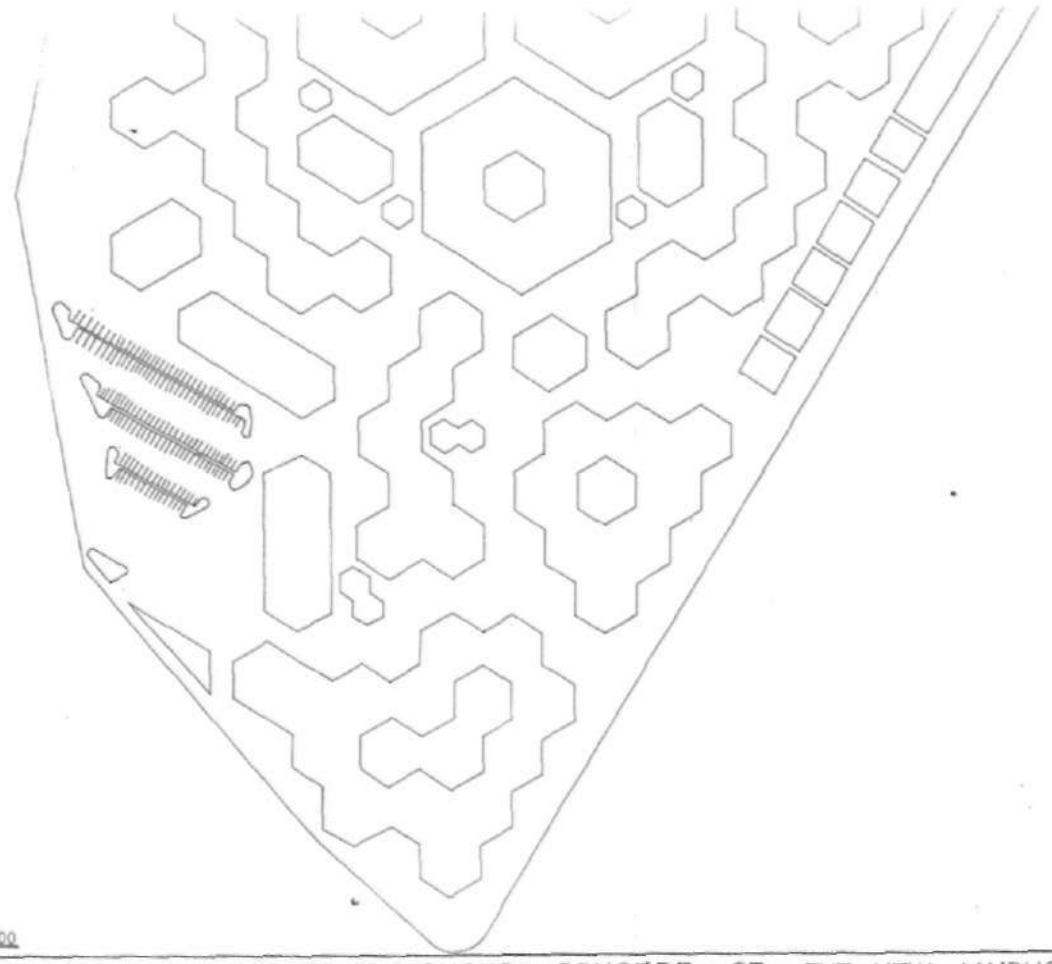
1. Technical Problem (See fig. 5.1 and 5.2)

   The foreign consultants designed and constructed the market based on a foreign concept alien to the socio-cultural values of the people of Maiduguri. A previous grid-iron design concept with store shops was most desired by the traders where they could store their bulky goods at the end of the market session, unlike the present situation where inadequate display slabs have



FIG. 5.1 MAIDUGURI MONDAY MARKET SHOWING THE DESIGN CONCEPT OF EXISTIN SITE BEFORE REDEVELOPMENT

SOURCE: DAR AL-HANDASAH PLANNING REPORT FOR THE MONDAY MARKET (1977)



SCALE : 1:1500

FIG. 5·2 THE HEXAGONAL DISPLAY SHOPS CONCEPT OF THE NEW MAIDUGURI MONDAY MARKET.

SOURCE : DAR AL-HANDASAH ACTION PLAN REPORT ON M/GURI MONDAY MARKET (1977)

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provided. This has led to the illegal construction of zinc shops by traders all over the market to complete the deficit. It has further led to traders encroaching on the ring and access roads to display their goods within the market. See Figs 5.1 and 5.2.

ii. Problem of Administration and Management

Under the provisions of the Local Government Reform (1976) fourth schedule, development and management of markets are the functions of local governments. The Maiduguri Local Government Council therefore, legally claim ownership and management of the Monday market as against the Monday market company that presently owns and manages the market under a State edict No. 4 of 1985. This has led to conflicts between these two agencies over the ownership and management of the market.

iii. Lack of Review and Monitoring of the Project

A review and monitoring of projects is intended to assess the success or failures of the implementation of a plan proposal such as the Monday market to ensure the replication of similar developments or otherwise. This has not been done in relation

to the market in order to develop the commercial sector of the economy in view of the poor economic base of the State and the relatively slow pace of industrial development in Maiduguri. This has consequently led to street trading and indiscriminate hawking activities due to inadequacy of developed market facilities to complement the Monday market in the town inspite of stringent measures to discourage same.

From the assessment of the implementation of the market re-development proposal, it was noted that though the proposal was successfully implemented, its implementation was not directly attributed to planned intervention by the Planning Agency. That means, even where a planning agency did not exist, the re-development of the Monday market would have been executed. The implementation of the Monday market re-development could therefore, be attributed to "accidental" or "random" actions of government and not due to direct positive measures of the Ministry of Lands and Survey. (Planning Agency).

5.2.3 OVER-ALL ASSESSMENT OF THE IMPLEMENTATION OF THE CITY CENTRE DISTRICT PLAN

Figure 5.3 provides the detail and over-all assessment of the city centre district plan proposals.

It shows that a planning authority was never established to implement the city centre plan as proposed by the Master-plan. This has affected the success of implementing the Master-plan in general and the city centre in particular. The Ministry of Land and survey in conjunction with other implementing agencies have undertaken the implementation of the city centre proposal.

i. Preparation of Detailed Schemes by the Planning Agency

Detailed schemes were prepared in respect of the Commercial Action Area, where layouts provided sites for the development of financial institutions and a complex shopping centre.

Schemes were also prepared for the development of public buildings on the South Central Area.

In areas of the City Centre, proposals that did not require specific formulation of schemes, such as the street policy plans for Dandal way, Babbanlayi and Shehu Sanda Kura Roads, development control measures were employed to enforce such policies.

FIG 5.3 ASSESSEMENT OF THE PROCESS OF IMPLEMENTING THE CITY CENTRE DISTRICT PLAN

		Establishment of	Phasing		Programming				BUDETTING		Action				
		Appropriate Institutional frame work	Detailing of scheme	Phasing of project & plan period	Source & method of finance	Land requirement	Profession	Cost of implementation	Allocation for implemention	Found ed/ Land compensation	Role costing	Co-ordinating	Project Execution	Rev & Monit	Prob of imple identif
1	Monday Market Action Area	NILL	=	=	State Grant BANKING LOAN	N/A	MOL & S Min of local govt & comm development	2 Million	FOUNDED.	NIL	Min of Local govt water bd m,o,l & s, n,e, p a	Effective		X	Lack of public participation resulting lack of user satisfaction
2	Bulabulin Action Area	=	NIL	NIL	X	X	Min of land & survey	Not costed	NIL	NIL	MOL&S M O F	Ineffective	Not implemented	X	-Absence of A PLANNING Authority Project not prioritized by govt lack of planning initiatives
3	COMMERCIAL ACTION AREA	=	✓	✓	Private investors			Varied	Public & private investors	✓	MOL&S M OF M H C	Effective	Partially implemented	X	Displaced persons within area of development not rehoused by planning agency.
4	DURBAR GROUND	=	!		BORNO State Govt		M O L&S M O W & H N M C	=	Founded	N/A	M O L&S M O W & H M A N R M O	Effective	Partially implemented	X	Lack of adequate Finance
5	SOUTH CENTRAL ACTION AREA	=	G R A Residentialor		Public Investment Private Developer		MOL&S MANR		Funded	✓	MOL&S MOF Private	Effective	Implemented	X	None
6	DANDAL WAY STREET POLICY PLAN	=	x		- N/A		MOL&S	N/A	N/A	N/A	MOL&S M M C	Ineffective	Not Implemented		Haphazard development due to lack of enforcement of policy through effective planning unit with development control measures
7	SHEHU Sanda SPECIAL DEVT CONTROL	=	X	N/A	N/A		M O L&S	N/A	N/A	N/A	M O L&S M M C	Ineffective	=	=	
8	OPEN SPACE DEVET POLICE	=		=	MANR		MOL&S MANR	NIL	Funded		MOL&S MANR	Effective	Implemented	✓	Un Co-ordinated and lack of Continuity of policy development within the town

Source Field survey 1988

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M.o.l & s - min of land & survey
M.o.f - min of finance & economic planning
M.o.w & h - min of works housing
M.o.a.n.r - min of animal and natural resources
M.l.g&c.d: maiduguri local govt & comm development
M.m.c - maiduguri metropolitan council
N/a - not applicable.
NIL - not available.
✓ action executed
X - action not carried out.

However, it was generally observed that developments along those streets have continued to come up with little or no conciousness to development control measures. For instance, the Dandal way expected to maintain an impressive ceremonial drive up to the Shehu's Palace to reflect a quiet serenity has not been achieved due to ineffective development control. The "bussling" and "husslings" of record shops along the street and display of construction materials unabated, defeats the proposal of the master-plan on the street policy.

The road capacity of the Babban-layi and Shehu Sanda Kura Streets have been reduced drastically, due to on-street parkings and indiscriminate display of goods along these streets.

The development of the Open Space Policy in respect to the Kyarimi Park has been effective although a problem of unco-ordinated and lack of continuity in the development of Open Spaces within the town prevails. Few of such landuses that exists are not properly developed.

The Durbar Ground development has not been very effective due to lack of funds.

I N F E R E N C E S

The over-all assessment of the City Centre District Plan highlights the following inferences:

i. Implementation of proposals of the city centre plan that directly required deliberate planning interventions apart from drawing of layout schemes were not effective, e.g., enforcement of special policies on Dandal way, Babban-layi and Shehu Sanda Kura Roads; a reflection of a weak planning agency.

ii. The successful implementation of the Monday Market was not directly due to planned interventions in the implementation process but due to strong backing from governm nt policies partly reinforced by the fire disaster that gutted the market in 1979.

iii. The problem of user satisfaction was identified with the implementation of the Monday market.

iv. An absence of a planning authority.

v. Inadequacy of the existing planning agency to effectively implement the proposals of the city centre.

vi. The planning agency often lacked initiatives to implement effectively.

vii. Lack of prioritization of projects by government.

viii. Lack of adequate finance

ix. Ineffective development control machinery

x. Unco-ordinated activities of implementing agencies and lack of review of programmes.

xi. Lack of proper re-housing of displaced persons in areas where new schemes were drawn.

5.3 ASSESSMENT OF THE IMPLEMENTATION PROCESS OF SITE AND SERVICE SCHEME

5.3.1 THE PROPOSAL AND ITS IMPLEMENTATION

Provision of site and services as noted in the evaluation study (3.62), was to ensure the physical growth and orderly development of the town with the 6,434 additional hectares of land to be developed during the plan period. It was therefore, expected that all layouts prepared by the planning agency were to be properly serviced with essential infrastructural facilities such as roads, water and electricity supplies.

The evaluation however, showed that only an insignificant number of total lay-outs prepared by the planning agency, since 1977 have been serviced. This contradicts the proposal of the Master-plan vis-a-vis site and service development. It is with this regard that the process of implementing this proposal is similarly

appraised with the view to identifying the factors that have affected the successful implementation of the proposal.

It is implied that this proposal entails two issues:

(a) Effective lay-out planning (preparation) based on effective demand of land commensurate to physical development.

(b) Effective provision of essential services such as access roads, water and electricity supplies in all the lay-outs to ensure orderly development.

5.3.2 APPRAISAL OF THE PREPARATION AND IMPLEMENTATION OF SITE AND SERVICES IN MAIDUGURI

An appraisal of the process of lay-out planning and implementation in Maiduguri in relation to the policy of site and services revealed that, the process is not effectively followed. The actions of the town planning division of the Ministry of Lands and Survey has failed to implement this proposal effectively especially in the area of ensuring that all government lay-outs be serviced with roads, water supply and electricity to promote fast and orderly development of the town.

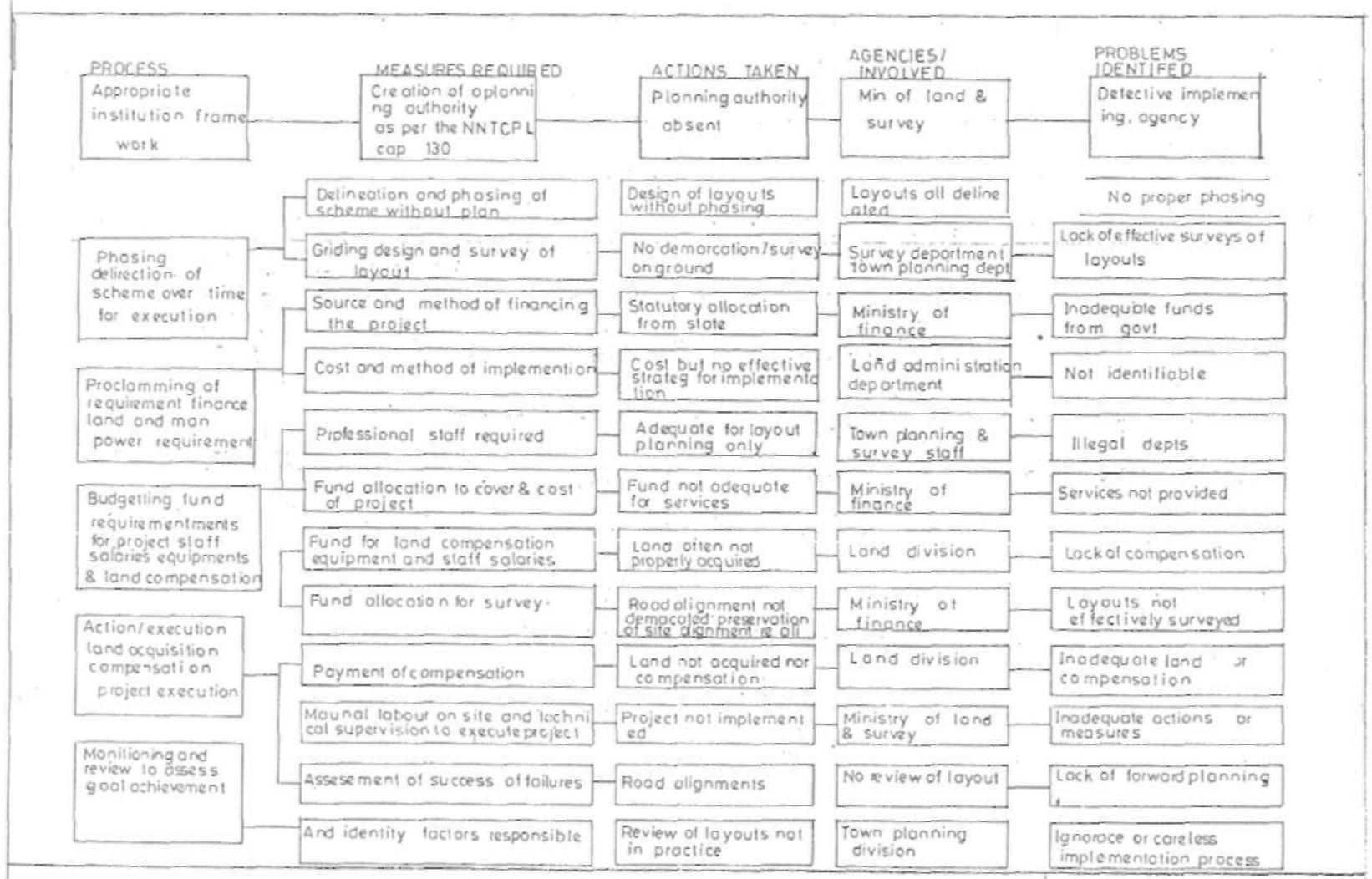


FIG 54 APPRAISAL OF THE PROCESS OF IMPLEMENTING SITE AND SERVICES

source adapted from suleman (1987)

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Problems identified include:

(a) No Reviews of Existing Layouts in the Process of Producing More Layouts

It is common practice within the Town Planning Division, that undertakes the preparation of lay-out plans for various land-uses not to review existing lay-outs in order to assess the level of success of their implementation and to identify problems. To illustrate this, a 40 Per cent sample survey of (26 lay-outs) of the total number of lay-outs prepared between 1977 and 1987 by the Town Planning Division were assessed in relation to those serviced, reveals that:

Total Number of Lay-outs	=	26
Number of Plots	=	5,460
Developed Plots	=	1,110
Undeveloped Plots	=	4,350
Percentage Ratio of Physically Developed Plots	=	$\frac{1,110}{5,460} \times 100$
	=	20.3 Per cent

This confirms the problem observed that demand for plots in Maiduguri has never been commensurate to those prepared.

This situation has been compounded by the fact that all areas proposed by the Master-plan for new development or potential growth areas for the town have been laid out and allocated to people but which still lay fallow. It has consequently led to artificial scarcity of land to genuine developers; with very high level of land speculation.

(b) Lack of Co-ordination and Co-operation

Plan formulation is seen to be the sole responsibility of the Town Planning Division; but when it comes to plan implementation; the process consists of a series of activities arranged in sequential order or stages and demand the involvement of different agencies, authorities, ministries, corporation, departments, boards, private firms and individuals. For the proper planning and implementation of lay-out plans in the Ministry of Lands and Survey, the Town Planning Division is vested with the responsibility of seeking the absolute co-operation of all relevant agencies involved in the implementation of site and service schemes. This can only be achieved through adequate co-ordination in order to ensure effective integration of the activities of the various bodies by the Town Planning Division.

However, the level of achievement in the Planning and Implementation of lay-outs has not been very effective. This is illustrated by this finding.

Out of a total number of 65 lay-outs. Only 14 have been serviced with roads, water supply and electricity since the plan period.

$$\therefore \quad \frac{14}{65} \times 100 = 21.5 \text{ Per cent}$$

This ultimately shows the lack of co-operation of implementing agencies such as Water Board, National Electricity Power Authority (N.E.P.A.) and Ministry of Works due to lack of proper co-ordination.

Examples of lay-outs without essential services are BOTPS 107 a, b and c, 54, 64, 72, 81, 82, etc. Also successfully designed and serviced lay-outs exists in Maiduguri, e.g., BOTP 48, 48 (a), 44, NEP 99, etc.

The successful implementation of those schemes have been due to proper adherence to the basic principles of lay-out planning and implementation processes as out-lined in figure 5.4.

(c) Conduction of Site Board Meetings After Lay-outs

Site Board Meetings provides a forum, where all relevant parties involved in land acquisition and actual plan implementation are involved in order to ensure full participation in plan preparation and implementation. However, the Town Planning Division most often undertakes the convening of Site Board Meetings long after lay-outs have been executed, e.g., extension of BOTP 48(a); where the design was done around June/July, the site board meeting was conducted in October, 1988.

The situation creates lack of proper involvement with a consequent inadequate commitment of relevant implementing agencies to the execution of such schemes.

(d) Lack of Technical Skills and Forward Planning

The problem of lack of extensive site analysis required to provide adequate peri-metre surveys resulting to faulty preparation of lay-outs by the Town Planning Division prevails, e.g., BOTP 64(a), 48(a). In these and many other similar cases, lay-outs have been prepared over pits, NNPC pipe lines or even over lands with unacquired lands, e.g., BOTP 64(a), BOTP 107 a, b and c and BOTP 106 c.

(e) Lack of Adequate Compensation

Most often lay-outs are prepared without proper acquisition of lands and adequate compensation to land owners have been effected, e.g., BOTP 81, an industrial lay-out has been un-implemented due to lack of compensation.

(f) Lack of Proper Demarcation and Surveys by the Survey Department

It is estimated that out of the total lay-outs prepared by the Ministry of Lands and Survey, between 1977 to 1987, not more than 30 Per cent of these have been surveyed. This seriously affects the rate and amount of revenue generation acrueable from such lay-outs from fees for planning permission or certificate of occupancies.

This problem is caused by the survey division as a result of lack of adequate and competent surveyors, logistic problems such as lack of efficient transport for site visits, lack of staff motivation, lack of adequate fund to purchase survey materials and also the attitude of unfaithful and dishonest surveyors that engage in privately owned survey jobs at the expense of government lay-outs.

(g) Poor Revenue Generation and Lack of Power to Generate, Control and Manage Revenues for Lay-out Planning and Implementation

With its ministerial set-up, the Ministry of Lands and Survey, unlike Planning Authorities, all monies realized are centrally deposited and controlled by the Ministry of Economic Planning. This creates acute problem of financing lay-outs especially in infrastructural development.

(h) No Effective Development Control

Lack of effective development control machinery within the Town Planning Division has led to the non-realization of a number of schemes or lay-outs. Such lay-outs have been overtaken by enchroachments due to illegal developments, e.g., BOTP I

I N F E R E N C E S

The appriasal of the implementation process of the proposal on the development of site and services in Maiduguri showed the following findings as central to the ineffective implementation of the proposal:

i. Absence of an adequate and effective planning authority.

ii. Lack of proper assessment for effective demand for lay-outs prior to preparation leading to lay-out proliferation.

iii. Artificial scarcity of land due to speculation shown by the insignificant proportion (20 Per cent) of physically developed plots.

iv. Multiplicity of implementing agencies and lack of proper- co-ordination of their functions to harness their resources for effective provision of infrastructural facilities.

v. Lack of proper land acquisition procedures.

vi. Lack of land acquisition/compensation.

vii. Lack of proper demarcation.

viii. Lack of effective public participation in the provision of site and services.

ix. Lack of proper demarcations and surveys of lay-outs.

x. Lack of fund and lack of control over revenue generation and management.

xi. Ineffective Development Control System.

CHAPTER SIX

6.0 SUMMARY OF FINDINGS AND RECOMMENDATIONS

6.1 THE RESEARCH QUESTION AND SUMMARY OF FINDINGS

The main theme of the thesis has been addressed to answer basic questions: to what extent does the theory and practice of planning in general and Nigeria in particular provide a framework for effective plan implementation? Secondly, to what extent has the Maiduguri Master plan been adequate enough in providing guidelines to direct the growth and development of the town? How has the existing planning Agency and Resources in the State been adequate enough for effective plan implementation? Furthermore, to what extent has the planning agency consciously employed the processes and procedures of the planning process in the implementation of the Master Plan? Moreso, the main theme of the thesis does not question the adequacy of the use of Master plan relative to other physical development plans, but questions the appropriateness of the administrative framework and the manner in which it implemented the plan. It aims at exploring the potentialities of the Master plan and identifies constraints that influences its effective implementation to achieve desired results in urban physical development in view of the fact that it has been in use for long and enormous efforts and resources have

been invested in it.

Based on these and the analysis of data carried out, the following summary of findings have been drawn:

6.1.1 Summary of Findings from the Theoretical Reviews

(a) The Role of Implementation in the Planning Process

The theory and practice of planning in general and in Nigeria in particular provides comprehensive framework for proper plan formulation and implementation.

That the critical step in planning is implementation which is the actual execution of programmes and policies by various agencies through the development and operation process. This essentially requires that the agency and the people within it are aware of how their actions should reflect the agreed plan in their daily decisions and routines. And that a greater degree of success of plan implementation rests on the administrative framework in addition to the resources available and professional man power.

(b) The Study Area

It was revealed that Maiduguri only had a Master Plan in 1976, to direct its growth and development. This long time gap in plan initiation led to the town's over-growth which consequently created unpleasant

physical and socio-economic environment not favourable for planning and plan implementation in terms of costs and ease of actions among others.

(c) The Evaluation Study of the Master Plan

The techniques adopted in evaluating the Master Plan revealed that inspite of some constraints with the plan preparation, its overall assessment ranks it adequate enough to guide and direct growth and development of Maiduguri given an effective implementation Authority.

(d) Assessment of Resources (in-put) for the Implementation of the Master Plan

The study revealed that not only does the existence of the Ministry of Lands and Survey, the Planning Agency, Serves as a substitute to a Planning Authority in Borno State makes it illegal and inappropriate as per the planning law, but it has further been compounded by its weak and inadequate nature of its organizational structure and composition to undertake the numerous task of effective planning and plan implementation in the State.

(e) Furthermore, the existing legal framework for planning though comprehensive, has proved inconsistent with the theory and practice of planning over time. It conceives planning to be limited in scope and contents and inflexible to accommodate the dynamics of socio-

economic changes in the society.

6.1.2 Summary of Findings from the Appraisal of the Implementation of the Selected Proposals of the Master Plan.

The appraisal of the major proposals of the Master Plan identified two broad categories of implementation areas:

6.1.3 Areas of Successful Implementation

The study revealed that some of the proposals were successfully implemented. These proposals were those of:

(a) The city centre district plan especially those of the central Monday market re-development, the Kyarimi Park (Zoo), the Durbar ground (Race Course) and the Sports Centre.
Others include the Commercial action area as well as the South Central Action Area (Government Reservation Area - G.R.A).

6.1.4 Factors Responsible for the Successful Implementation

From the appraisal of the implementation of the city centre within Maiduguri, it was revealed that the main factors that enhanced its implementation included the following:

The conscious or unconscious employment of conventional proceedures of the implementation process in form of adequate measures or sequence of actions taken to implement such proposals. These includes:

(a) The proper identification and formulation of schemes in form of projects, programmes and policies, e.g. Monday Market Action Plan.

(b) Proper phasing of the projects in conformity with the State Development Plan periods which facilitates not only funding but the rate of cash flow for the execution of the projects, e.g. Monday Market was properly programmed and budgetted in the Fourth Development Plan.

(c) Proper identification and assignment of roles and responsibilities to relevant implementing agencies, e.g. Monday Market was implemented by the Local Government Ministry.

(d) Proper co-ordination of activities of implementing agencies to execute the projects. However, it was inferred that though its implementation was relatively effective, it has not been attributed to deliberate actions of the planning

agency but rather due to favourable policies of government in relation to such developments by the State. Its implementation can therefore, not be adequately used to assess the level of performance of the planning agency.

6.1.5 A Major Proposal Identified with Problems of Implementation

The appraisal further revealed an area of proposal that has remained ineffectively implemented throughout the plan period; the site and services development scheme.

In addition, the Monday Market also revealed an area with minor problems of implementation.

6.1.6 Major Problems of Implementation Identified with unimplemented Proposals

From the analysis of the data collected and the assessment of the process of implementation of the major proposals, the causes of the unsuccessful implementations are classified into two:

Nigeria's socio-economic and cultural background, e.g. the Design Concept of the Monday Market in Maiduguri as well as the construction costs did not consider the ability of the State to implement such plan proposals.

Indigenous planners from the Planning Agency did not participate in the preparation of the Maiduguri Plan; and as soon as the Consultants were paid, they were no more readily available for consultation in the plan implementation let alone to implement the plan ideally.

(c) Lack of Costing and Identification of Method of Financing the Master Plan

The consultants failed to cost the proposals of the Master Plan apart from Road Construction proposals. They also failed to realistically identify an adequate source of finance to implement the plan other than the erroneous assumption that there were no problems of cash flow to implement the Master Plan. This did not highlight the indepth involvement of funding the Master plan effectively.

(d) Preparation of Faulty Plans by Consultants

Due to the dearth of knowledge of the local community planned, a foreign consultants usually come up with faulty plans either in their projections or proposals due to lack of understanding of the socio-economic

6.1.7 Problems Associated with the Preparation of the Maiduguri Master Plan

(a) Time Element in Plan Preparation

The time between plan initiation and formulation and also between formulation and implementation affects plan implementation. Maiduguri existed for over 70 years without a Master plan and it took four years (1972 to 1976) to initiate and prepare a Master plan for the town. This time gap had allowed the town to over-grow and continue to grow in unplanned and uncontrolled manner. Illegal structures arose not in conformity with plan proposals, e.g. on BOTP 1. This had added to the litigations and delays in implementing the Master Plan.

(b) Preparation of the Master Plan by Foreign Consultants

It has since been a common practice in Nigeria for foreign consultants to prepare master plans for cities, e.g. Lagos (United Nations); Kaduna, Katsina, Maiduguri, Bauchi, etc. (Max Lock Group); Kano (Travellin), etc. This has led to the production of Master plans that have most often been conservative, rigid and complex. They tend to enshrine foreign concept of planning without much due regard to

and cultural background of the community, e.g. Land-use projections in respect of commercial and industrial development over the plan period were grossly inadequate, while over allocation for institutional land-use was noted. Furthermore, an element of faulty plan proposal was observed with the road proposals of Magumeri and Gongolong Roads. They were both parallel roads to existing Baga and Dikwa Roads respectively with each pair terminating at similar points. These proposals were uneconomical and accounts for their unacceptance for implementation.

(e) Lack of Public Participation

During the plan preparation the consultants did not involve active participation of both local people and relevant implementing agencies such as National Electricity Power Authority, Water Board, Ministries of Works and Surveys, etc., to harness their resources in order to achieve absolute acceptance of the plan by the people and to ensure the disposition of the document as legally binding on the implementation agencies for implementation. This is made manifest in the disregard or ignorance of implementing agencies to the Master plan to guide the implementations of their physical plans. It has led to agencies working in isolation with no

co-operation due to lack of effective co-ordination from the planning agency.

There has as well not been local support at the grass-root as revealed in the conscious or unconscious development of illegal structures contradicting the proposals of the Master plan which renders its implementation ineffective, e.g. encroachment prepared lay-outs (BOTP, 81), on the Ring Road proposal, etc.

These have therefore, been the major problems of plan preparation peculiar to the Maiduguri Master Plan. They have directly or indirectly affected the effective implementation of the proposals identified with implementation problems.

6.1.8 Problems identified with the implementation of the Maiduguri Master Plan

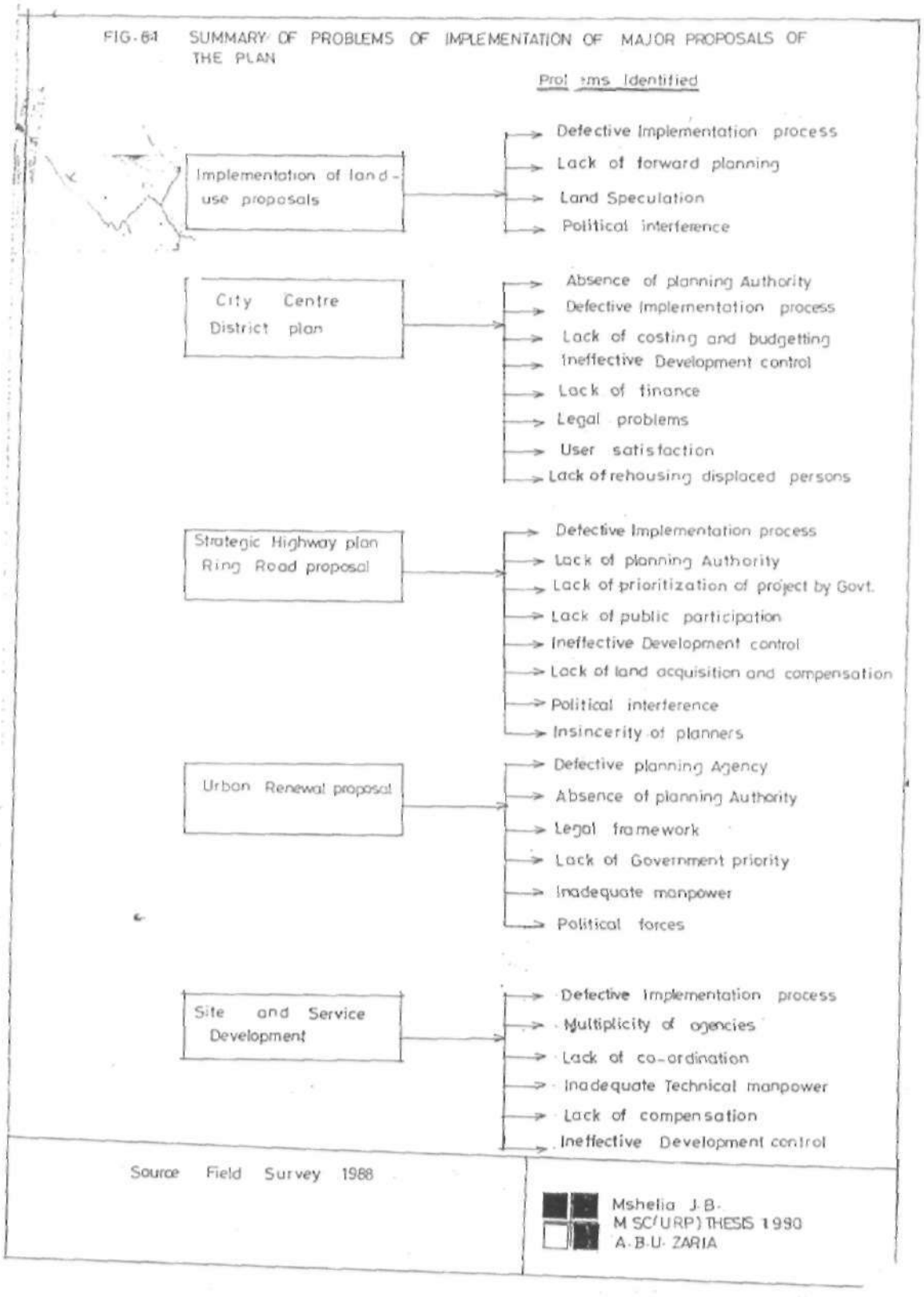
The examination of the implementation process of individual issues of the plan revealed some problems peculiar to them (See Figure 6.1).

However, these implementation problems are further categorized as follows:

i) Misconception of the planning and implementation process.

ii) Administrative problem.

FIG. 64 SUMMARY OF PROBLEMS OF IMPLEMENTATION OF MAJOR PROPOSALS OF THE PLAN



iii) Management problem.

iv) Man power and Technical Problem.

v) Economic/Financial problem.

vi) Social problems.

vii) Political problems.

viii) Legal problems.

ix) Temporal problems.

i. Misconception/Wrong Approaches to the Planning and Implementation Process by the Planning Agency

The planning process was seen to be a continuous time oriented process without termination in a final plan. It therefore, implies plan implementation requires continuity of actions and effective co-ordination since it involves a multiple of agencies. Invariably, the sequence of actions earlier identified in the planning and implementation process must serve as guidelines in plan implementation to achieve the desired goals. It initiates with the identification of goals and objectives through a series of actions and ends with the review of the whole actions.

In Maiduguri, the planning agency has been adopting a disjointed and increamental approaches to planning. This negates the principles and practice of planning. Most often the end results are un-implemented or poorly implemented proposals of the master plan.

Forward planning, which is conventional to the planning and implementation process is not adequately employed. This is attributed to either misconception of the planning process or wrong approach to plan implementation, e.g. the proliferation of layouts not commensurate to established effective demand; initiation and abandonment of many schemes without reviews or where projects have been implemented successfully, there were no reviews to ensure continuity of similar projects in other areas.

The problem of wrong approach to planning in the State has directly or indirectly resulted to most of the other implementing problems that have affected the implementation of some of the Master plan proposals.

ii) Administrative Problem

The existing administrative framework for orderly and successful planning and implementation of Master Plans in the State has been grossly inadequate and has had the following identified problems and constraints.

(a) Multiplicity of Developing/Implementing Agencies

While plan formulation is the absolute responsibility of the Ministry of lands and survey, the implementation of any plan document in Maiduguri Urban Area has been a function of Federal, State, Private firms, individuals and the community.

The multiplicity of these development agencies as indicated in (figure 4.7), have over-lapping functions to the extent that time and resources is wasted on identification of agencies responsible for certain aspects of plan implementation. There has therefore, been the absence of a single agency charged with the overall authority to execute all necessary projects.

(b) Duplication of Powers and Activities

There has also been observed that the duplication of functions by these implementing agencies which creates conflicting roles and responsibilities usually resulting to non-implementation of many plan. Figure 4.10 highlights the roles and functions carried out by various agencies where two or more agencies perform similar or the same functions and activities, e.g. National Electricity Power Authority and Rural Electrification Board provides electricity supply, Water supply provided by Water Board a nd at times by Chad Basin Development Authority and the Maiduguri Metropolitan Council.

(c) Excessive Bureaucratic Proceedures in Plan Implementation

The absence of a central planning authority together with the inadequate structural organisation and composition of the Ministry of Lands and

Surveys, makes the processing of its schemes or layouts cumbersome and time wasting, e.g., the schemes have to be processed by Heads of relevant Departments such as the Chief Architect (Ministry of Works) the Chief Water Engineer (Water Board) Chief Electrical Engineer (National Electricity Power Authority) Chief Medical Health Officer (General Hospital), etc.

Another area where excessive delays exists, is the processing of planning permissions (certificate of occupancies). In a sample survey, of 100 Land applications, to assess the average time taken, it was noted that an average of 3 years was taken to process a certificate of occupancy. This invariably affects implementation of schemes and slow down the rate of physical development. These have most often led to developments without planning permissions with consequent disorderly growth.

iii) Implementation Problems Due to Management

This is the carrying out of the day to day prescribed actions to implement plans. Management problems primarily include:

(a) Problem of Communication, Co-operation and Co-ordination of Functions

It has characteristically been observed that where plan formulation is undertaken by a single agency,

its implementation involves numerous agencies. This is peculiar to developing countries including Nigeria. Equally plan formulation and implementation conforms with this system. This has most often resulted into competition and rivalry between Heads of Departments and their implementing agencies which is very inconducive to effective plan implementation.

The lack of inter-departmental and inter-agencies communication, co-operation and co-ordination of activities creates a situation where different planning and development agencies work in isolation with disregard or ignorance to plan proposals, e.g. lack of effective surveying of government lay outs, lack of effective servicing of lay outs by relevant implementing agencies have all litigated against effective implementation in Maiduguri.

iv) Man Power/Technical Problems

Acute shortage of professional planners is the most obvious technical problem to plan implementation in Maiduguri.

The assessment of professional planners required to implement the Maiduguri Plan, noted that 10 Planners were needed at the inception of the Plan (1977) while 26 Planners was the number needed by the end of the Plan (1987) (Sec. 4.70), contrary to the existing 10 Planners for the whole State!

Many plans remain unimplemented or poorly implemented while important aspects of planning, such as forward planning, data collection and synthesis, etc., are neglected at the expense of development control.

In Maiduguri and the State at large, greater number of those who perform professional planners' functions are therefore, sub-professionals or pseudo-planner's. This affects the understanding and efficiency in Master Plan implementation.

v) Economic/Financial Problem

Financial resources which is the bedrock to plan implementation is grossly inadequate in the State. The average resource generation of the State per year was about ₦17 million only. It perpetually depends on statutory allocations and loans from Commercial Institutions to implement physical development projects, e.g. Water Engineering Constructions, costing ₦200 million is currently being undertaken by the World Bank Loan Scheme on water project.

Furthermore, the inadequacy of financial position of the Ministry of Lands and Survey was revealed in Section 4.6.6; showed that only 30 per cent of the Ministry's recurrent expenditure could be covered by

internally generated revenue let alone implementation of its projects. It affected the implementation of infrastructural facilities on planned areas among others.

The financial position of the planning agency was further compounded as illustrated in the meagre State allocation of ₦14.41 million instead of ₦118.60 million to Town and Country Planning activities between 1981 to 1985 (Section 4.6.4).

Revenue generated are also paid into the State's Central Treasury. The Ministry therefore, lacks adequate generation, control and management of its own finances. There is also the lack of or ineffective harnessing of the private sector in plan implementation.

vi) Social Problems

Although the Town and Country Planning Law of 1946 Cap.155 of Nigerian Laws prescribes public participation in the planning process, little is achieved in the case of Maiduguri. There has most often been lack of interest by the public to planning activities. This has adversely affected plan implementation, e.g. encroachments on the industrial lay out (BOTP.81) on a residential lay out (BOTP.1) and an encroached Ring Road among others. The

non-implementation of Urban Renewal Areas also shows the lack of full grass root participation in its implementation.

vii) Problems of Political Forces/Interference

Political 'climate' and interest of the policy makers affects implementation. The political interest of the policy makers can affect spatial location of projects or execution of schemes not in conformity with approved plans, e.g. during the Second Republic (1979 to 1983) Kumshe/Gamboru Wards, the later noted as "Millioneers Quarters" was up-graded at the expense of the areas earlier proposed by the Master Plan.

Directives have often been given as to how many lay outs were to be produced at a particular moment independent of peculiar problems or planning ethics. The highest number of lay outs preparation in Maiduguri was undertaken by the Town Planning Department during the Second Republic due to political forces.

viii) Legal Problems

The Nigerian Constitution of 1979 under review, gave no special responsibility to the Federal Government in terms of Urban and Regional Planning. This makes the Federal Government unobliged to planning and plan implementation in Nigeria.

The Town and Country Planning Law was also seen to be inadequate with scope and contents in relation to definition of planning. It provides an authoritative process of plan preparation (Sections 12 to 26); States an ambiguous process of development control, etc. It has also been noted that it lack adequate powers or functions to deal with urban renewal.

Furthermore, the Planning Law failed to define a scheme as to whether it is a plan or a lay out? If a lay out is considered a scheme, the processes and procedures spelt out in Sections 12 to 22 of the Law takes too long and cumbersome. If it's a Master Plan, the prohibition of any development on declared planning areas before general orders are illegal due to the lack of issuance of interim orders before general orders. This makes planning activities implicitly illegal.

Conflicts also exists with the provisions of the Local Government Reform (1976) and the Land use Decree of 1978 vis-a-vis to the use of land; where it provides for economic development by Local Governments but vests ownership of lands to the Governor of a State.

These and many other anomalies apparent with the planning laws and related laws affects plan implementation in Nigeria including Maiduguri.

ix) Time Element in Plan Preparation and Implementation

It was found that Maiduguri grew without a Master Plan for over 70 years. It also took Four Years to initiate and prepare the Maiduguri Master Plan, while its implementation has not been effectively executed within the plan period (1977 to 1987).

The long time gap between plan initiation, preparation and implementation creates situations for haphazard developments. Most of the lay outs prepared in Maiduguri are usually prepared years before they are implemented. This has affected the cost and ease of implementing the Master Plan.

Finally, it is to be noted that while these problems are not exhaustive, they represent the major problems of implementing the Maiduguri Master Plan.

6.2 PROPOSALS AND RECOMMENDATIONS

The need for a planned environment prompted the preparation of the Maiduguri Master Plan to guide its growth and development. Its implementation was rested on the combined roles of the planning and development agencies. However, the study revealed that at the end of the plan period, not much have been achieved in relation to the identified goals and objectives of the

plan due to ineffective implementation. This has been linked to the major problems identified above which includes; the misconception and wrong approaches to plan implementation by the planning agency contrary to the processes and procedures comprehensively spelt out in the planning and implementation process. The problem of lack of adequate administrative framework for the plan implementation was fundamental to the failures identified in the implementation process. It is in fact the beginning of the implementation process, as it is the input stage. The problem of plan implementation in Maiduguri is therefore, rooted in the administrative framework. All the other problems are directly or indirectly associated with the inadequacy of the administrative framework for planning and plan implementation.

Other problems identified were multiple agencies involved, conflicting roles and functions, uncoordinated activities with consequent lack of co-operation. In addition there was acute lack of locally generated resources in the State, lack of fund and poorly generated revenue by the planning agency. Social, political, technical managerial and temporal problems were equally identified.

6.2.1 Recommended Strategy for Effective Planning and Plan Implementation in the State

In the light of the above problems identified, which were responsible for the failure of the plan implementation in Maiduguri Urban Area, and in recognition of the fact that the Ministry of Lands and Survey (M.O.L. & S) as the only planning agency for the whole State, and whereby this agency from the findings of the study have failed to effectively undertake planning activities including the effective implementation of the Maiduguri Master Plan among others.

It is recommended that an institutionalized agency operating as an autono mous corporate body is to be created based on the following principles of organisation:

(a) There is the need for the setting up of an appropriate institution for the purpose of plan implementation. The Planning Law stipulates inter-alia, the creation of a Planning Authority.

(b) Principle of Efficiency

Physical planning is aimed at efficient resource management for orderly development. The administrative structure should be based upon this. Planning administrative set-up should also be built upon this principle.

(c) Principle of Efficiency

Physical planning is aimed at efficient resource management for orderly development. The administrative structure should be based upon this.

(d) Principle of Control

Physical planning and plan implementation involves a number of participants. Effective control is therefore required for proper integration and co-ordination of the activities of the various participants.

(e) The Principle of Authority Delegation

This requires the delegation of authority down the structural levels to minimize problems of excessive administrative processes and ensure continuity of organization's objectives.

(f) Physical Planning Requirement

The physical planning requires strong and effective decision making and effective and adequate exchange of information and ideas

(g) The administrative set-up should also have clear definition of functions and relationships to check functional conflicts and waste of resources.

(h) Physical planning is future oriented and involves projection based on existing situations in a planning area. Planning administrative set-up should also be built upon this principle.

The Proposed Administrative Set-Up.

The proposed set-up shall be built upon the principles of organisation, spelt out above. The proposed set up is to be a Planning and Development Authority.

The Authority to avoid personality conflicts in view of the political forces at work in the State, the Authority shall directly be under the Governor's Office.

The Authority shall co-ordinate all planning policies and activities of Federal and State Government and other related agencies.

Since it is also recommended that it shall be a State-wide planning authority, there are to be set for each of the urban areas in the State under this Authority.

On creation of the Authority, physical development functions in urban areas hitherto carried out by other implementing agencies such as the Ministry of Lands and Survey, the Ministry of Works and Housing and Planning activities executed by the Local Governments shall be devolved from them, to avoid conflicting powers and areas of jurisdiction in plan implementation.

6.3 PROPOSED 3-TIER LEVEL PLANNING AND DEVELOPMENT AUTHORITY AND FUNCTIONAL RELATIONSHIPS

The proposed set up is a Planning and Development Authority to be called Borno State Urban Planning and Development Authority (BOSUPDA).

Based on the principle of delegation of functions and decentralization of powers, a 3-tier level structure is proposed (See Figure 6.2).

Functions of the Authority

The functions of the Authority is defined in relation to the three levels proposed.

State Planning Executive Level

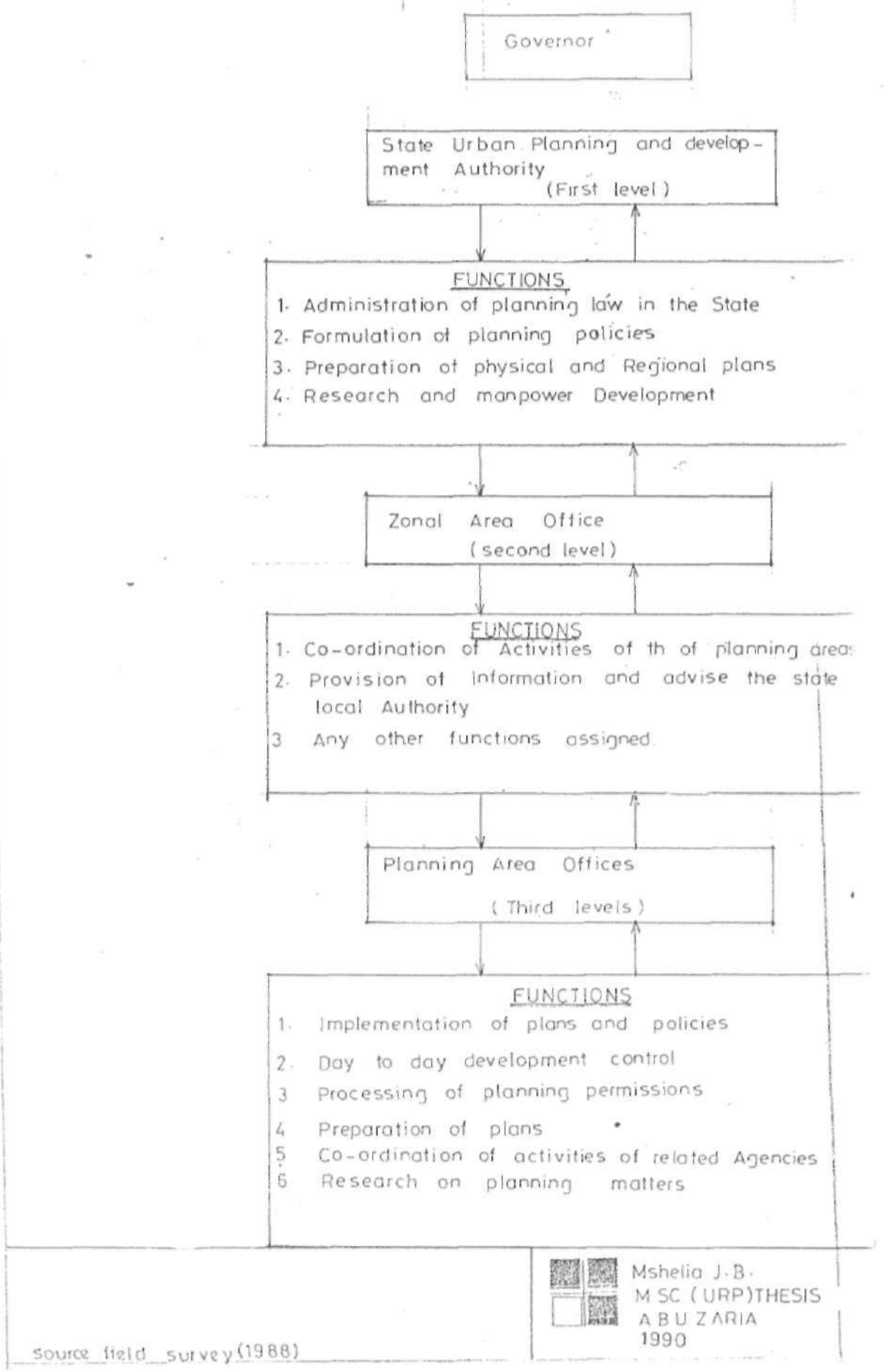
This is the executive or top management level of the Authority. It consists of all directors of departments. These are the directors of planning, architecture, environmental, engineering, administration, marketing, internal audit and finance. Chairmaned by the Managing Director with a legal adviser as Secretary. They form a State Planning and Technical Committee (S.P.T.C.).

Functions:

The functions of the State Planning level includes:

a) Decision making in matters concerning the planning and physical development of the whole State.

FIG. 6.2 - Hierarchical AND FUNCTIONAL RELATIONSHIPS OF THE 3 TIER LEVEL OF BOSUPDA



Source field survey (1988)

(b) Co-ordination of the activities of the lower levels of authority within the State and all other agencies at Federal and State levels.

(c) Delegation of authority to the lower levels as much as possible to ensure efficiency of the Authority.

Zonal Area Development Offices

The Zonal Area Development Offices (ZADO) forms the second level of the Authority. The Zonal Area Development Offices (ZADO) is to be headed by a Zonal Manager (ZM) who could either be a town planner, an architect or engineer not below a Principal Officer in rank.

Zonal Planning and Technical Committees (ZPTC) are to be formed at the zonal office levels with a town planner as the Secretary.

Functions

(a) Delegated decision making powers from the executive level.
(b) Delegates power to the planning areas.
(c) Co-ordination of activities of the Local Planning Areas.
(d) Provision of information to and advising the Executive level.

(e) To propose and or prepare projects to be jointly undertaken by the Authority and any other agency.

The following declared urban areas in Borno State are grouped to form the Zonal Area Development Offices:

Zonal Offices		Headquarters
i)	Maiduguri	Maiduguri
	Damboa	
	Konduga	
	Dikwa	
ii)	Biu	Biu
	Gujba	
	Shani	
iii)	Damaturu	Damaturu
	Benisheik	
iv)	Potiskum	Potiskum
	Fune	
v)	Nguru	Nguru
	Geidam	
	Gashua	Gashua
vi)	Monguno	
	Kukawa	
	Gamboru Ngala	Ngala

	Zonal Offices	Headquarters
vii)	Bama	Bama
	Gwoza	
	Askira/Uba	

The Planning Area Offices (P.A.)

The proposed planning areas will correspond with the existing 24 Local Governments in the State declared as planning or urban areas including Maiduguri (See Figure 6.2).

The functions of the planning area offices are:

(a) Planning and Implementation of physical development schemes or projects.

(b) Involving the people in the planning process during all stages of plan preparations and implementation.

(c) Provision of data on all matters affecting physical planning.

(d) Examines local planning problems, formulate goals and objectives and submit proposals to the Zonal Planning and Technical Committees (ZPTC).

6.3.1 Proposed Structural Composition and Functional Relationship (BOSUPDA)

Figure 6.3 shows the organisational structure of the Authority. It has a Board of Directors, a Managing Director and Directors of various departments and divisions.

i) Board of Directors

The appointment of Board of Directors will be on part time basis with members drawn from relevant public and private agencies, individuals, and business community. Members could be drawn from the Ministries of Lands and Survey, Works and Housing, (Federal or State), Chambers of Commerce and Industries, National Electric Power Authority, Nigerian Telecommunication, Nigerian Post and Telex, Local Community representative(preferably Shehu of Borno), and a representative of the media houses.

Appointment of members and the Chairman shall be done by the Governor, while the Secretary is to be Town Planner not below the Rank of a Deputy Director of Planning.

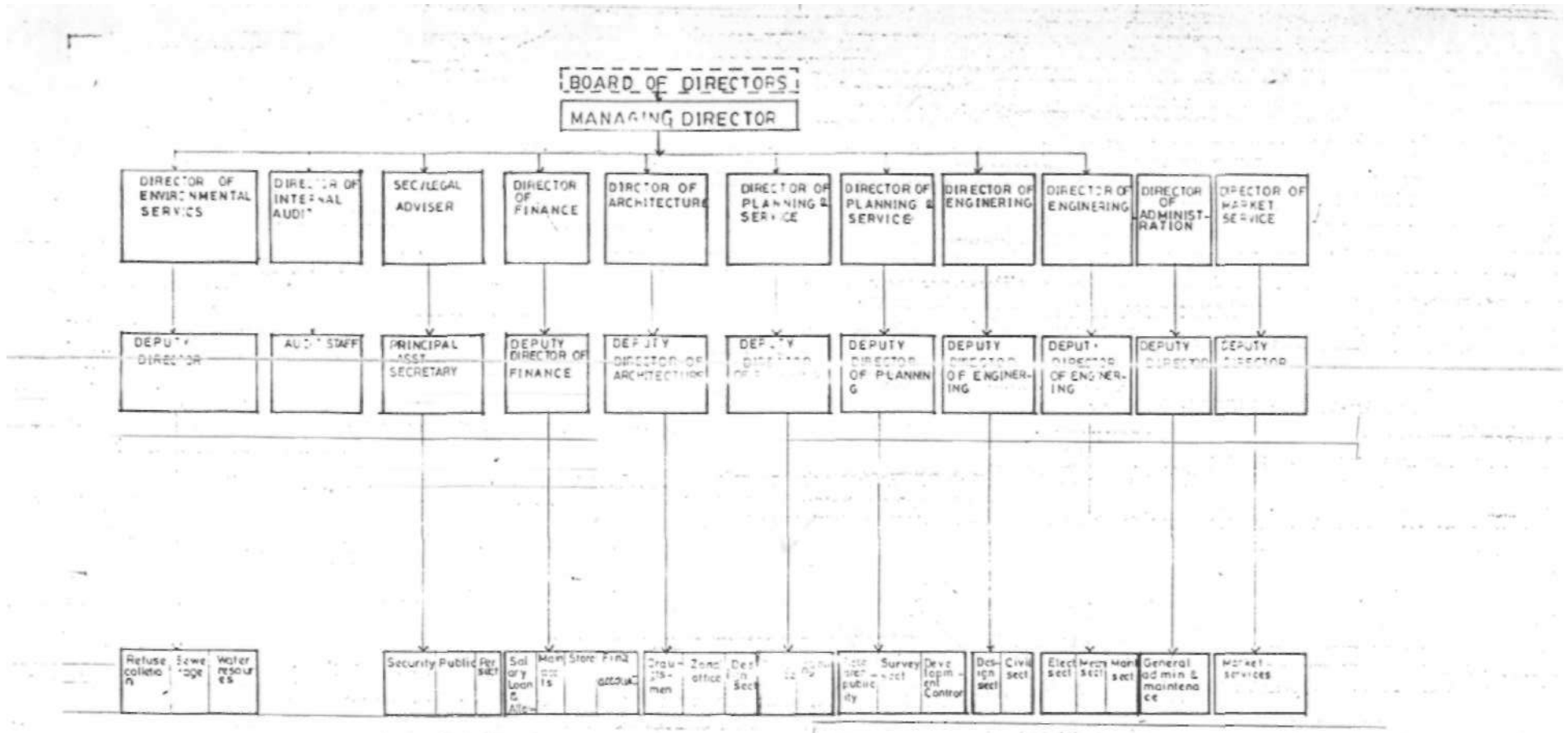


FIG 6.3 PROPOSED STRUCTURAL COMPOSITION OF BOSUPDA

Source Adopted from Kano Urban development board (1981)

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MSc URP Thesis
1992 ABU
Zaria.

ii) Functions of the Board of Directors

The Board of Directors shall among other things undertake:

(a) Policy formulation with regards to physical planning and development.

(b) Evaluate, approve or reject planning scheme(s) prepared and submitted to it by its Executive Managing Director.

(c) Deliberate and take decisions on objections from the members of the public to its schemes.

(d) Consider, approve, or reject external loan proposals.

iii) Functions of the Chairman, Board of Directors

The Chairman is the political head of the Authority appointed by the Governor. His functions are as follows:

(a) He preside over the meeting of the Board.

(b) Call for a meeting of the State Planning and Technical Committee(SPTC) whenever necessary.

(c) Decide on agenda on the advice of the Managing Director.

(d) Sign annual budgets approved by the Planning Committee.

iv) The Management Level

The Management level of the Authority shall comprise of the Managing Director as Chairman, all Directors, all Zonal Managers and Heads of Local Planning Authorities.

v) Functions

(a) Policy formulation related to physical planning and development.

(b) Implementation of policies approved by the Board of Directors.

(c) Deliberate and take decisions on public response to schemes of the Authority.

(d) Consider, approve or reject schemes prepared by lower order of authority.

vi) Functions of the Managing Director:

He is the Executive head of the Authority. He links the Authority with the Board of Directors. His functions includes:

(a) Execution of physical planning and development policies, programmes and decisions of the Authority approved by the Board of Directors.

(b) Assist the Board of Directors in formulating policy guidelines for the Authority.

(c) Prepare annual budget of the Authority for approval of the Board of Directors.

(d) The Managing Director shall be a Town Planner for a better realization of the goals and objectives of the Board.

6.3.2 Functions of Departments

i) Department of Planning

This department is to be headed by a Director of Planning and the function to be performed by this department are as follows:

(a) Preparation of development plans.
(b) Preparation of regional plans for the area.
(c) Preparation of base maps.
(d) Undertakes research.
(e) Development of Parks and gardens.

ii) Department of Architecture

This department will designs, construction and supervision of buildings; Project estimation, evaluation and control.

iii) Department of Engineering

This department has the following sections: Civil, Mechanical, Electrical Maintenance and Building.

(a) - Designing of Civil Projects.

- Construction of roads, drainages, culverts, etc.

(b) Mechanical/Maintenance Engineering Unit

The Mechanical unit is to repair and maintain the vehicles and other equipments of the authority.

(c) Building Engineering Unit

Design and construction of houses and maintenance.

(d) Electrical Engineering Unit

This section is to perform the function of street lighting and maintenance.

(e) Estate Unit

This section of the department is responsible for land acquisition, and housing estate maintenance.

iv) Department of Administration

This department is to be headed by a Director of Administration who is a legal personnel.

The department co-ordinates activities of staff welfare, salaries and represents the Authority in Court of Law where the authority has been sued.

v) Department of Finance

This department handles all financial matters of the Board. It is to be headed by a Director of Finance.

vi) Internal Audit Department

The Internal Audit Department audits and ensure judicious financial expenditure of the Authority.

vii) Department of Marketing

This department is to be responsible for the management of the Monday Market.

It is to be headed by a Director of Trade or Commerce.

viii) Department of Environmental Services

(a) Water Resource Unit

It takes charge of the development of water resources and supply of pipe borne water in the urban areas.

(b) Sewerage Unit

This section undertakes the provision of sewage facilities.

(c) Sanitation Unit

This unit is responsible for the collection of disposal of refuse.

ix) Department of Economic Planning

It is to be responsible, for the economic Planning aspect and its integration with the physical planning proposals.

6.3.3 Source of Finance

The study earlier revealed that one of the major problems that affected the implementation of the Master Plan was the weak economic base of the State, the insignificant resource generation of the planning agency and lack of control and management of the meagre resources generated.

The need to identify sources and methods of financing the proposed Authority is fundamental to the achievement of its goals and objectives. On the basis of this, the following shall be the principal financial source of the Authority:

i) Rents and Rates

This refers to rates on buildings.

ii) Revenue Relating to Specific Services

These consists of market stalls, motor parks, and fees charged on servicing sites.

iii) Miscellaneous Local Revenue

These include fees charged for refuse collection, interest on investments and administrative charges, sale of assets, consent fees etc.

iv) Subventions

These are contribution made to the Authority by the State Government.

v) Capital Grant

These are funds granted by both the Federal and State Governments.

vi) Loans

The edict establishing the proposed Borno State urban planning and development authority shall empower the authority to borrow money both internal and external.

Table - 12 summarizes the source of financial revenue.

6.3.4. Legal Framework for the Authority

The State Government is expected to promulgate an edict enabling the creation of Borno State Urban Planning and Development Authority (BOSUPDA) in consonance with the Northern Nigerian Town and Country Planning Law (NNTCPL).

Furthermore, (BOSUPDA) shall legally be the planning and Development Authority operating under Section 4(2) of the Northern Nigerian Town and Country Planning Law (NNTCPL) Cap.130. It is vested with an executive power to plan and carry through any scheme relating to the planned area. The proposal also calls for the amendment of power given to Local Government, to carry out regulation and control of buildings. Town and Country Planning functions be devolved from Local Governments in Part 'B' of the 1976 Local Government Reforms.

TABLE 12

SOURCES OF REVENUE FOR THE PROPOSED AUTHORITY

INTERNAL SOURCE				EXTERNAL SOURCE	
Capital Investment	Extractive	Miscellaneous	Subvention	Capital Grant	L o a n s
	Property Rating	Market Fees	Contribution	Federal Government	Governments
	Water Rating	Slaughtering Fees	from State	State Government	Financial Institution
	Capitalization	Flauge Fees	Government	Local Government	Individuals
	Income Rating	Plan Approval		Public	
		Defaulters Fees			

Source: Adopted from Suleiman (1987).

This is compelled by the provision of the land use Act that vests all urban lands into the hands of the Governor.

Finally, amendment of provisions of Sections 46, 49 and 50 of the same edict be amended to allow the revenue resource generation of the Authority without conflicts. In return the Federal Government's intentions to increase the Local Government share of the Federal Account complements this.

CHAPTER SEVEN

7.0 STRATEGIES AND SOLUTIONS FOR EFFECTIVE PLANNING AND IMPLEMENTATION OF MASTER-PLANS IN BORNO STATE

The aim of this chapter is to come up with effective strategies and solutions to the major problems of implementation highlighted in the previous chapter. It takes cognisance of the findings and the proposal made thereon.

7.1 SOLUTIONS TO PROBLEMS OF IMPLEMENTING THE MAIDUGURI MASTER-PLAN

i. Urban and Planning Development Authority as a Basic Solution to the Problems of Administrative Framework

The administrative problems identified included:

- Defective process of implementation due to the inappropriateness of the planning agency.
- Narrow and inadequate organizational structure and composition of the existing planning agency.
- Multiplicity of development agencies involved in implementation of the Master-plan.
- Over-lapping roles and responsibilities due to conflicting powers and areas of jurisdiction.
- Lack of co-ordination and co-operation.
- Bureaucratic delays proceedures.

The proposed Borno State Urban Planning and Development Board solves the administrative problems in the following ways:

(a) Problem of Inappropriateness of Existing Planning Agency

It's creation normalizes the problem of illegality of the planning agency in implementing the provisions of the Northern Nigerian Town and Country Planning Law (N.N.T.C.P.L) Cap. 130.

This as well puts into order the defective 'in-put' stage of the implementation process earlier observed to be the fundamental cause of plan implementation failures in Maiduguri and the State at large.

(b) Problem of Conflict and Over-lapping Functions

Since the levels of Authority and their functional relationships have been clearly defined, it is expected that there will be no major conflicts and over-lapping of functions. In addition, Borno State Urban and Planning Development Authority will be an autonomous agency concerned only with the planning and physical development of urban areas in the State. It will not be subject to control by the Ministry since it is directly located in the Governor's Office responsible to the Governor.

Functional conflicts would also be removed as it has been recommended that those overlapping town planning functions carried out by development agencies such as the Local Government and the Ministry of Works among others, be assumed by the Authority.

Other departments such as the Sanitation Board and the Market Company Constitute Borno State Urban and Planning Development Authority.

(c) Bureacratic Time Consuming Processes

The organization of the proposed authority on both functional and spatial basis provides the component unit considerable autonomy. This implies decentralization of decision making process and also ensures adequate delegation of powers. It will also help to check excessive administrative proceedures.

(d) Poor and Ineffective Communication and Co-ordination

The proposed functional relationship between the departments or units of the Authority (BOSUPDA) requires the higher level authority to be directly responsible for the co-ordination of the activities of the immediate lower order level authority. This makes the lower level authority sub-ordinate to the immediate higher level and requires it to

provide the higher level authority information and advice on various matters. This will ensure effective co-ordination and adequate exchange of information, i.e., efficient communication ensured.

ii. Problems of Disjointed and Incremental Approach to Planning and Implementation Process

Having ensured the removal of the problem of administrative machinery for planning, a closer look at some of the problems of implementation falls under the implementation process itself. They include:

(a) Absence of detailed lower order schemes or action plans.

(b) Land speculation due to lack of review and monitoring to assess effective demand.

(c) Site Board meetings are not often conducted at the right time to acquire land before drawing of schemes.

(d) Lack of adequate land compensation.

(e) Non-implementation of schemes.

These problems all reflects ineffective process of implementation.

To this end these strategies are proposed.

iii. Professional Man-power Development

The study revealed that a dearth of professional planners prevailed with the planning agency throughout the plan period. There were only ten planners for the whole State as against 26 needed for Maiduguri alone.

This lack of qualified professional personnels in plan preparation and implementation causes failure of plans when it comes to implementation. There is therefore, the need to train more professionals (planners, architects, engineers, geographers, sociologists, etc.) to ensure the comprehension of the technical aspect of planning (implementation process).

iv. Improvement on the Process of Implementation

There is the need to prepare detailed schemes of proposals made in a Master-plan for effective implementation. The plans should also contain defined method of implementation. This detailing involves the adequate phasing, programming, budgetting of the projects with actual actions of execution or implementation and review of project to assess its failures or success to continue with the process all over again.

Unless implementation process hitherto undertaken in a disjointed and incremental manner gives way to proper planning process, viewing it as a continuous process, achievements of Master-plans in Borno State and Nigeria at large would continue to be insignificant.

v. Lack of Public Participation in Planning Process

Figure 7.1 illustrates public participation in the planning process. In fact public participation in the planning process is the back-bone of plan implementation and development.

It would therefore, be observed that even if an adequate administrative frame-work exists, along with the preparation of detailed/action plans and enough professional man-power, if the plan is not fully acceptable to the people, the aims of the plan is not achieved without planning with the people. It is therefore important that public participation in the formulation and implementation prodess be enshrined.

There is also the need for public awareness or enlightenment over planning activities to ensure their full participation in planning and plan implementation.

vi. Problem of Political Support to Plan Implementation

The success of implementation of schemes such as the Monday Market or road projects in Maiduguri was strongly attributed to favourable government policies in form of financial support. It is therefore, essential to ensure proper governmental backing in decision making process of plans to ensure effective implementation.

It is therefore, a challenge to the planners in Maiduguri to always ensure that planning activities are given priority to ensure their success. With strong government support backed up by fiscal measures and legal frame-works, the implementation process results into ultimate success.

vii. Problems of Finance Solved Through the Mobilization of Urban Finance/Resources

The poor economic base of the State and poor revenue generation of the Ministry of Lands and Survey, calls for explored sources and method of financing capital projects. This will depend considerably on the mobilization of financial resources. Borno State Urban Planning and Development Authority (BOSUPDA) should generate fund from the various sources earlier identified.

Financial inducements from financial and commercial institutions especially to public officers in form of housing loans be explored to encourage housing development.

viii. Problems of Legal Frame-work for Plan Implementation

Legal tools for plan implementation includes the Northern Nigerian Town and Country Planning Law (NNTCPL) Cap. 130, the Land-use Act of 1978, Building Bye-laws, zoning regulations and relevant State edicts, etc. These laws needs not only to be made available to the planner as a frame-work for planning but areas inconsistent to the theory and practice of planning in Nigeria needs to be reviewed.

Of immediate concern is sections 12 to 22 of Northern Nigerian Town and Country Planning Law (NNTCPL) Cap. 130, which spells out processes and procedures for preparation and implementation of planning schemes. Here the law concieves planning as only limited to physical layouts rather than being multi-dimensional and multi-disciplinary in scope and contents. It provides an ambiguous process of development control and exhibits authoritative proceedure of plan preparation and implementation.

Furthermore, the planning law was noted to have failed to define a scheme appropriate to the present day practice of planning. It does not state whether a Master-plan is a scheme or a scheme refers to a physical lay-out. Problems of implementation are also inherent. It is therefore, important to review the Town Planning Law in conformity with dynamics of planning practice in Nigeria.

ix. Liberalization of the Process of Plot Allocation

The study revealed that the process of plot allocation and processing of certificate of occupancy takes at least one year and an average of three years. This is very detrimental to fast physical growth and orderly development in Maiduguri; moreso, as land is the basis for all development and major source of wealth which constitute a problem to both public and private sector of the economy.

The land-use decree of 1978 **inter-alia** was aimed at easing the difficulty in land acquisition and offer equal opportunity to Nigerian citizens to have access to land irrespective of their status. To facilitate this objective there is the need to:

(a) ensure proper acquisition and facilitate an adequate compensation.

(b) Review of the composition of the State Land Use and Allocation Committee (L.U.A.C.) to include professionals such as planners, architects, land surveyors, engineers, etc.

(c) The cumbersome procedure for processing and obtaining certificate of occupancy as it exists in the Ministry should be shortened to pass through only the vital stages while other office procedures and physical actions such as recording, checking, charting, survey and examinations continue after the applicant might have got his letter of grant.

(d) On establishment of an effective demand for land, more plots be provided at all times to satisfy demand.

(e) Ceiling of plot allocation should be abolished but ensure that a low income earner enjoys only a plot, subject to evidence of development of the previous.

(f) Land allocation Committee should meet at least once a month to approve applications.

X. <u>Creation of a Development Control Unit within the Authority to Remove "Controlling" of Development and Facilitate Orderly Physical Development</u>

Development control in Maiduguri is virtually absent in the Ministry of Lands and Survey. What seems to exists though, is a disorganized, mis-directed and grossly ineffective system of "policing" or

"controlling" of developments rather than facilitating orderly physical development. The immediate cause is the lack of adequate professional staff to form a consolidated frame-work for effective development control. Most often, all that is done is the processing of building plans with no follow ups in the field to ensure compliance or detect contraventions.

This unit is expected to provide information and progress report about the implementation of specific projects within the frame-work of the Master-plan, evaluate and review projects that might need adjustments. Enforcement of Town Planning policies that do not require fiscal measures, like scheme preparation, is vested on this unit.

In the remote causes of the ineffectiveness of development control measures is for the fact that, being a regulatory body, it might be easily susceptible to malpractices by junior staff members of the planning department such that strict supervision needs to be ensured.

It is also important that the proposed Development Control Machinery with the Borno State Urban Planning and

Planning Development Authority (BOSUPDA) is to be Chairmaned by a professional planner of not less than a Senior Town Planning Officer - in conformity with the charter of the Nigerian Institute of Town Planners.

xi. Problem of Foreign Consultants

The assessment of the implementation of the Maiduguri Master-plan revealed that problems of implementation arose vis-a-vis imposed planning standards and concepts by the Consultants market. The consultants also charged exhorbitantly as evidenced in the preparation of the single action plan for the Monday Market.

This costed more than half a million naira in 1977. Furthermore, an ideal situation which requires that those who prepares a Master-plan should be made to implement it at most and at least they should be available for consultation in the course of its implementation did not hold in the case of Maiduguri. This has to some extent complicated the process of implementation.

It is therefore, recommended that Master-plan preparation are to be undertaken by indigenous planning consultants to ensure maximum acceptability and realization of its goals. The consultants

should be made to undertake, inconjunction with the planning authority, the implementation of the first phase of the plan and in particular the design of city centres.

7.2 POTENTIALITIES OF THE USE OF MASTER-PLANS

The assessment of the implementation process of the Master-plan, noted that a number of the proposals were successfully implemented inspite of the problem identified.

A close examination revealed that the Central Monday Market, the Open Policy Development (Zoo) the Commercial Action Area and the South Central Action Area of the City Centre proposal were implemented. Other proposals implemented includes the short-term measures of the Transport net-works, high-way construction. Lay-out planning independent of servicing however, recorded partial success in implementation.

A question is therefore, asked; Does the Master Plan possess any potentialities in achieving a co-ordinated growth in Nigeria? Based on the sited instances of successful implementation, it confirms that it is very resourceful and adequate to guide and direct growth to achieve physical development in cities in Nigeria.

However, the study further high-lights that the potentials of the Master plan could be mitigated if the process of implementation is defective. The fundamental aspect of the implementation process is the detailing or preparation of lower-order plans (Action plans) in form of projects, schemes, programmes or policy issues within the broad frame-work of the Master plan; less of which results to ineffective achievement.

In addition, the use of Master-plans have been employed for over two decades with enormous investments in its preparations but with relatively very insignificant studies conducted with its implementation process. This has affected its resourcefulness.

Furthermore, it is most result-oriented to continue to search for ways of improving the effectiveness of planning and plan implementation in Nigeria through the Master-plan strategy than to switch over to an incremental approach to planning known as "Action Planning". This action plan approach treats planning issues in isolation, further contradicting the theory of planning seen as a continuous process operating within an activity system.

7.3 ASSIGNMENT OF FUNCTIONS TO BORNO STATE URBAN PLANNING AND DEVELOPMENT AUTHORITY (BOSUPDA) THE NEED FOR THE PREPARATION OF A COMPREHENSIVE MASTER PLAN FOR MAIDUGURI

The study showed that the ten year plan period for the Master-plan has ended (1977 to 1987); yet the document is still in use especially in areas where proposals have not been implemented or poorly implemented.

In view of this and based on the fact that:

> "...urban areas grows and decay over time if not properly planned and controlled ... In order to promote the quality of Urban Environment and subsequent improvement in the quality of human life and their productivity, it is necessary to carry out all development within the frame-work of a planned over all scheme to guide present and future development."30

For these reasons therefore, it is strongly recommended that the proposed Authority undertake the review and preparation of another Master plan (long range plan) for Maiduguri.

(a) Inter-corporate planning Strategy for the Preparation and Implementation of a Proposed Maiduguri Master Plan

To achieve the needed co-ordination and confidence of authorities during implementation, the formulation of the urban master plan is to be carried out in an inter-corporate manner. That is to say, the formulation of the plan should not be (as it is

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30. Suleiman, I.A. (1987): op. cit., P. 143.

presently) the exclusive prerogative of a single physical planning Authority with other ministries and authorities being regarded merely as sources of information. Rather it should be a combined effort of the various authorities having development responsibilities within the city, each authority contributing its own part of the plan; since a major characteristics of an implementable plan is general acceptability especially by the agencies that are going to implement the plan.[31]

There is also the need to take into proper cognisance the role of public participation in the planning process noted as fundamental to the success of any plan.

Indigenous planning consultants are to be used; where in the end, they contribute in the process of its implementation.

Gap in time period of plan initiation, preparation and implementation should be narrowed as much as possible.

It is to be implemented by Borno State Urban Planning Development Authority.

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31. Dawan, P.D. (1983): op cit., P.11.

(b) Preparation and Implementation of Subject Plans/ Schemes: Site and Services

With the newly constituted urban planning and development authority, amongst its roles and responsibilities, includes the preparation of subject plans or schemes. However, from the research findings, it was noted that the actions of the planners ignorance or inadequate understanding of what the process of planning requires to implement such schemes. It showed only a very high level of lay-out designs but poorly serviced. The 65 lay-out prepared between 1977 and 1987, have all been allocated out, but an assessment of the level of physical development showed that about 20 Per cent only have been serviced. This indicates the existence of problems in the implementing process.

Figure 7.2 summarizes the processes and procedures required for effective preparation and implementation of site and services. This is discussed below.

7.3.1 THE BASIC PRINCIPLES OF LAYOUT PLANNING[32]

A general principle of lay-out planning is the forestalling of haphazard development and the consequences of such developments. It attempts

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32. Ebuga, M(1985): Basic Principles of Layout Planning A paper presented at Maiduguri.

to provide environments which are orderly, functional, efficients, beautiful and convenient. The basic principles that guide the process of lay-out planning involves the functional arrangement of land-use, the system of circulation and the sub-division of land areas into plots.

From the detailed process of lay-out planning below, the processes can broadly be categorized into three:

i. Collection of relevant data

ii. Preparation of Out-line Proposals, and the design of lay-out; and

iii. The implementation and review of the lay-out plan.

Collection of relevant data could be from Urban Master plans which usually specifies locations of planning areas for the preparation of lay-outs or planning schemes for various uses. The specification may however be changed or reviewed in the light of changing circumstances by the planning authorities implementing the Master plans.

Also important is the information of lay-out as it relates to other parts and activity centres of the urban area required to ensure effective integration of the lay-out with the existing urban system. The site characteristics is also crucial.

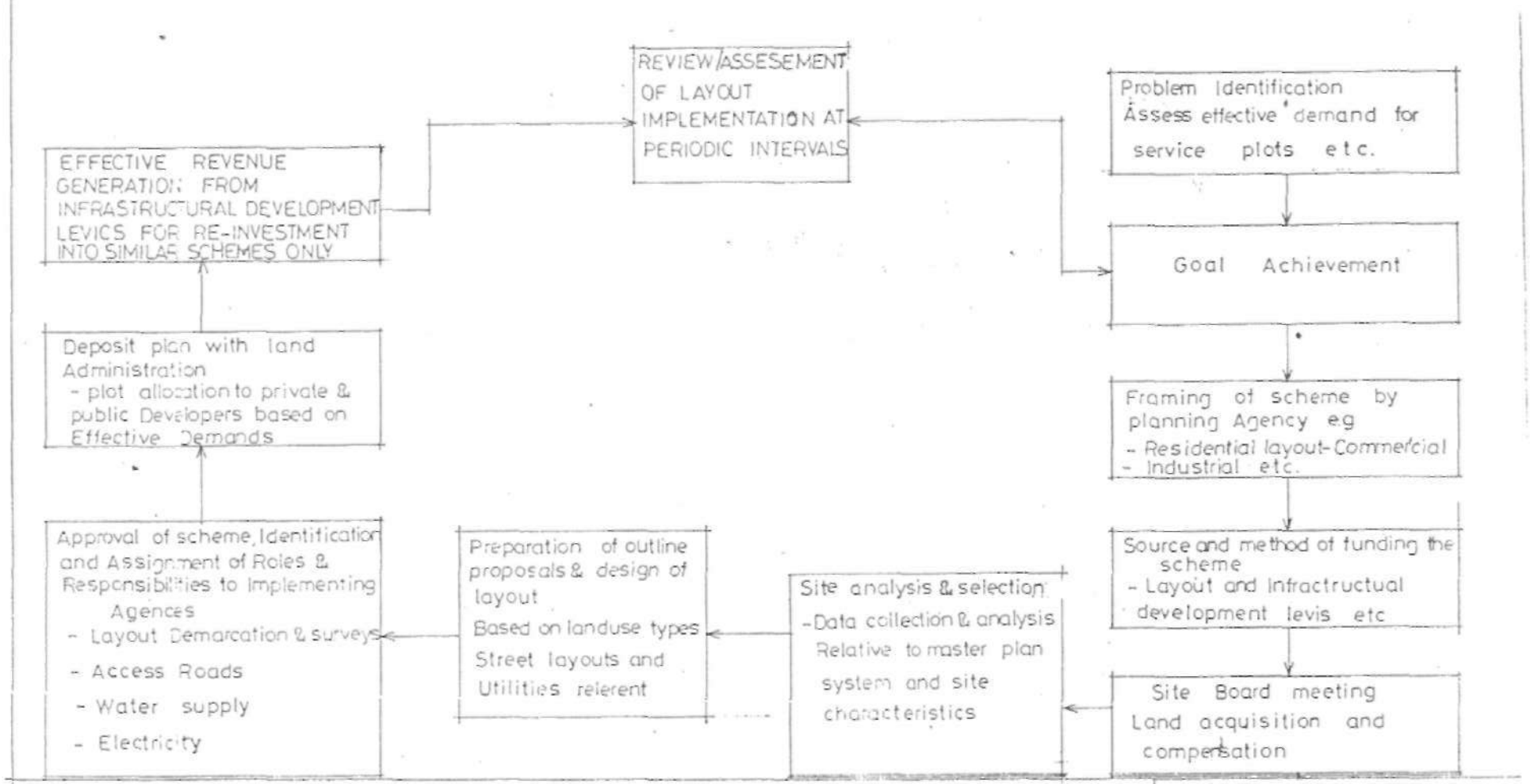


FIG 7.2 PROPOSED IMPLEMENTATION PROCESS FOR SITE & SERVICES

Source: FIELD SURVEY 1988.

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Furthermore, the preparation of out-line proposals for site, and the design of lay-out comes as the second step in the process. Here the overall allocation of land space to various uses within the site are based on planning standard.

In designing the lay-out, economy in road design need not be over-emphasized. Equally important is the infrastructural net-works such as sewerage, storm water, drainage, water supply mains, electricity supply lines, etc.

7.3.2 IMPLEMENTATION RROCESS OF LAY-OUT PLANS

The implementation and review of the lay-out plans is perhaps the most crucial. It is an important and integral aspect of lay-out planning. Implementation of lay-outs depend on the consideration of essential events in the lay-out planning process.

Implementation starts with the identification of roles and responsibilities of implementing agencies. This includes the demarcation on the ground by land surveyors, the provision of infrastructures (roads, water supply and electricity mains, etc.), and development of lands by implementing agencies, after the allocation of lands to public and private developers.

However, the lay-out site must have been formally acquired and compensated through a site Board meeting even before the lay-out planning.

The review of lay-outs implementation of periodic intervals will ultimately indicate the rate of achievement the problems hindering achievement, and modifications that may be required to make such more functional and implementable.

7.3.3 SOLUTIONS TO PROBLEMS OF IMPLEMENTATION OF SITE AND SERVICES

The study revealed that three main problems affected the implementation of the site and service scheme proposal.

i. Misconception of the process of site and service development.

ii. Multiplicity of implementing agencies resulting to lack of co-ordination and co-operation.

iii. Lack of fund.

iv. Lack of public participation.

The first problem has been solved with the proposal for the process of implementing site and services. The problem of multiplicity of agencies resulting to lack of co-ordination and co-operation has also been removed with the setting up of the Authority.

To further improve upon the problem of lack of co-ordination and co-operation relative to lay-out planning and provision of infrastructural services, a strategy for the formation of an infrastructural development committee is proposed.

Membership of Infrastructural Development Committee (I.D.C.)

Director of Planning and Surveys	-	BOSUPDA
Director of Engineering	-	"
Director of Environmental Services	-	"
Nigerian Telecommunication	-	Federal Agency
Nigerian Post and Telex	-	" "
National Electric Power Authority	-	" "
Water Board	-	State Parastatal
Rural Electrification Board	-	" "

(b) Functions

The infrastructural development Committee co-ordinates the activities of the Authority and ensures the proper servicing of essential services by implementing agencies. This will cut wastes and ensure efficiency within the authority.

The problem of lack of funds is to be augmented with the identified source of finance of the authority. However, emphasis is to be put on the proper participation of developers in the servicing of the

sites to realize the objective of effective implementation of this scheme.

Development levy is the total cost required to service a plot with access roads, water and electricity supplies.

(c) Strategy of Servicing all Lay-outs Prepared

Except based on effective assessment for demand of plots is proved too necessary, preparation of new lay-outs of 51 un-serviced lay-outs already prepared is to be achieved. A review of the process of implementing these schemes be undertaken with a view to assessing the individual problem of implementations.

(d) Standard Charges on Services

1 metre of Road Access	=	₦80:00
1 metre of Water Supply	=	18:00
1 metre of Electricity Supply	=	20:00
		₦118:00

It is contended that the assessment of "... an efficient lay-out is based on the proportion of private or revenue generating land which it provides and these lands are classified into public, semi public and private lands"[32].

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32. Ebuga, M. (1985) Op.cit. P.5.

Public Land	=	20 - 25
Semi Public Land	=	15 - 18
Private Land	=	55 - 62

Taking the maximum percentage, government can service for public and semi-public lands = 43 Per cent.

- To apportion development costs of services between government and the private developers.

Government	-	43 Per cent
Private	-	57 " "

This percentage ratio is used in generating infrastructural development levies on new layouts.

(e) <u>Proposed Layouts for Implementation of Site and Services</u>

Since government has 51 existing layouts un-serviced and for the fact that all of them can not be serviced at once and further compounded by the fact that government lacks sufficient fund to provide all the essential services, the following criteria has been used to recommend lay-outs that should be serviced.

i. Potentialities for fast physical growth.

ii. Time of preparation of scheme.

iii. Direction of growth of physical town.

v. Prioritization.

Based on the above, the following lay-outs have been drawn for implementation in 1989 fiscal year.

TABLE - 1$_3$: Cost Services on Lay-outs Selected for Implementation

		Purpose	Total Cost for Services (₦)
BOTP	6	Industrial	84,290:00
"	112	Commercial Action Area	24,000:00
"	61		145,169:00
"	72		70,000:00
"	75		66,965:00
"	82		81,165:00
"	73		46,551:00
"	83		76,301:00
"	107A		829,380:00
"	107B		219,958:00
"	107C		999,063:00
			₦2,124,702:00

SOURCE: Field Survey, 1988.

Over ₦2 million naira is needed to service the 11 lay-outs assessed as having immediate development potentials.

(f) Budgettary Allocation to Town Planning Division for Site and Services (1989)

For the 1989 fiscal year, a budgettary allocation of N1 million naira has been set aside for site and services.

7.4 POLICY ISSUES ON THE PHYSICAL DEVELOPMENT PLANNING OF URBAN AREAS

In recognition of the role urban areas play in National development, and in view of the fact that unplanned environments thwarts development potentials of these areas, comprehensive and dynamic urban and regional planning policies, either ineffective or non-existent in Nigeria is to be formulated without further delay. This is aimed at achieving the fundamental objectives of national economic growth, social and physical development as well as ensuring national unity.

7.5 ADMINISTRATIVE AND LEGAL FRAMEWORK FOR NATIONAL URBAN AND REGIONAL PLANNING IN NIGERIA

No matter how laudable a National Urban Policy formulated is, without a well defined and effective organisational frame-work at the National level, for Urban and Regional Planning in Nigeria, there would be no remarkable achievement along the same line.

At the same time, since the planning administrative frame-work are derived from the existing planning laws in the country and with the fact that some of the provisions of the laws have remained obsolate and conflicting there is the urgent need to review the Nigerian Town and Country Planning laws of 1946, the Regional Planning laws especially Town and Country Planning Law of 1963, Cap. 130 and the Land-use Decree of 1978 to conform with present day. theory and practice of planning in Nigeria. This will enhance planning and plan implementation in Borno State.

There is therefore, the need to formulate Administrative Framework for Planning and Plan Implementation to face the tasks of implementation realistically; unlike the existing ministerial and ad-hoc frame-works that have not adequately responded to the demands of a dynamic growth and complexities of urban environment in Nigeria.

7.6 CONCLUSION

Physical planning is a future oriented activity and can be defined as a control measure directed at orderly development in order to achieve the desired future goals and objectives of the planned or state of environment.

The process however involves a number of activities and actions during its stages of plan formulation and requires forces, resources or tools for effectuation. These include social, economic, political and financial forces. This calls for a range of participants to either carry out the activities or provide the required resources.

The process involves a number of activities and sequence of actions during the plan formulation and implementation stages. The ultimate end product of the plan formulation is the preparation of comprehensive physical development plan as in the case study, a Masterplan. The stage of the plan implementation sees to the absolute translation of the development plan into physical realities to achieve the desired goals of the planner and the planned. These actions requires strong and adequate forces, resources or tools for the implementation. These include social, economic, political, financial resources. It therefore implies that physical planning require an appropriate organisation and effective management system.

In Nigeria however, not much attention has been given to physical planning by both the general public and the government. It has all along been handled at the governmental level, making its institutional framework to either be a ministry or more or less that of a typical

ministry. The consequence is that its framework or machinery is bedevilled by peculiar problems of a ministry type of organisation. Among such major problems are those of bureaucratic procedures (excessive administrative bottleneck) poor communication or exchange of information and an ineffective co-ordination of activities.

The study on the Problems of Implementing Urban Masterplan in Maiduguri had reveal the presence of the highlighted problem of a Ministerial type of organisation for plan formulation and implementation in Borno State.

Furthermore the overall physical development of Maiduguri and other urban areas of the State have never been undertaken by a single legally constituted planning Authority.

The situation therefore should be arrested within the shortest time if the ideals of co-ordinated physical development in urban areas of the State is to be realized especially Maiduguri, the State Capital A proposal for the immediate creation of an Urban Authority to undertake planning and development in the State have been offered based on some organisational and management principles.

The work has as well gone a step further to make proposals and recommendations on specific problems of implementation identified.

In this regard, recommendations on the process of implementing new schemes (site and services) was made.

Finally, and in view of the fact that physical planning is expected to operate within a broad frame-work, the study recommends the Frame-work for planning and plan implementation in Nigeria. This will facilitate the existing or any proposed Institutional framework in Borno State.

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